



**United Nations
Environment
Programme**



UNEP(DEC)/MED WG228/7
25 July 2003

ENGLISH



MEDITERRANEAN ACTION PLAN

Meeting of MAP National Focal Points

Athens (Greece), 15-18 September 2003

**EVALUATION OF THE REGIONAL MARINE POLLUTION
EMERGENCY RESPONSE CENTRE FOR
THE MEDITERRANEAN SEA (REMPEC)
INCLUDING THE
MANAGEMENT PERFORMANCE AUDIT
OF THE REGIONAL MARINE POLLUTION EMERGENCY RESPONSE CENTRE
FOR THE MEDITERRANEAN SEA (REMPEC)**



EVALUATION

OF THE

**REGIONAL MARINE POLLUTION EMERGENCY
RESPONSE CENTRE FOR THE MEDITERRANEAN
(REMPEC)**

April 2003

FINAL REPORT

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The author wishes to express his thanks to the Director,
Rear Admiral Roberto Patrino,
and to all the staff of REMPEC
for making available all requested documentation
and for their commitment to the evaluation.

The author also wishes to thank
REMPEC Focal Points and their colleagues
for their patience, frankness and constructive approach
as expressed in their responses to the questionnaires
and in their interviews with the author.

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EVALUATION OF THE
REGIONAL MARINE POLLUTION EMERGENCY RESPONSE CENTRE
FOR THE MEDITERRANEAN SEA (REMPEC)

1. INTRODUCTION

This report describes the evaluation of the Regional Marine Pollution Emergency Response Centre for the Mediterranean Sea (REMPEC) carried out by Peter Hayward Associates in fulfilment of IMO Purchase Order TTG80.

1.1 context of the evaluation

At their Tenth Ordinary Meeting (Tunis, 18-21 November 1997), the Contracting Parties to the Convention for the Protection of the Mediterranean Sea against Pollution (Barcelona Convention) decided that an evaluation of the activities of the Mediterranean Action Plan (MAP) Regional Activity Centres (RACs) and other MAP programmes should be undertaken on a regular basis by the Mediterranean Co-ordinating Unit (MEDU). These evaluations would take into consideration the cost/efficiency ratio.

At their Eleventh Ordinary Meeting (Malta, 27-30 October 1999), the Contracting Parties requested the Secretariat to initiate the process of evaluating MAP components. Following the evaluation of the Blue Plan and PAP/RAC during the 2000-2001 biennium, the Twelfth Ordinary Meeting of the Contracting Parties (Monaco, 14-17 November 2001) requested the Secretariat "to continue during the 2002-2003 biennium, the process of evaluating the structure of MAP (SPA/RAC, REMPEC) using standardised methodology drawing lessons from previous experience with a view of global harmonisation" (UNEP (DEC)/MED IG.13/8, Annex IV, p3).

In accordance with the decision of the Contracting Parties the MAP Co-ordinating Unit requested REMPEC to identify outside Consultants who would carry out the evaluation of REMPEC. Three firms of external consultants were identified. The IMO Panel selected Peter Hayward Associates to carry out the evaluation.

1.2 SCOPE OF THE EVALUATION

The scope of the evaluation, as set out in the Consultant's Terms of Reference, cover the key activities undertaken by REMPEC since its creation. However, particular attention will be paid to the period 1991-2001. The evaluation will focus on the following:

- compare planned outputs of the project to the actual outputs and assess the actual results to determine their contribution to the attainment of the project objectives, particularly in the light of the resources utilised;
- determine the impact of the project at regional Mediterranean and national levels, compared to the overall financial support to REMPEC from the Mediterranean countries and other sources, and assess what resources would be needed to enhance impacts and achieve more tangible results;
- highlight lessons learned from the implementation of the activities by REMPEC that would improve the future work of REMPEC; and,
- determine to what extent the project has been successful in fulfilling its objectives and obtaining the expected results and, in particular, whether it has been cost effective in producing these results.

The tasks to be carried out during the evaluation (job description) are set out in Appendix 1.

In addition to the evaluation, the work will be complemented by the work of an auditor who will carry out a management performance audit of REMPEC.

This evaluation covers two distinct periods of REMPEC activity:

- the period 1976-1989 when the activities covered only oil pollution and were implemented by REMPEC's predecessor; the Regional Oil Combating Centre for the Mediterranean (ROCC);
- the period 1990-2001 when, the mandate of the Centre was extended to include pollution by "Other Harmful Substances" and its name was changed to REMPEC to reflect this wider mandate.

In practical terms, the evaluation focuses on the activities designed to enhance national capabilities and regional co-operation in the field of combating oil pollution from the creation of ROCC in 1976 until the end of 2001 (chapter 5). The **specific** activities of REMPEC designed to enhance national capabilities and facilitate regional co-operation in the field of combating pollution by hazardous and noxious substances is evaluated separately (chapter 6).

On 25 January 2002 the Contracting Parties to the Barcelona Convention agreed upon, and opened for signature, a new "Prevention and Emergency Protocol" to the Barcelona Convention extending the remit of the original Emergency Protocol to include the prevention of pollution from ships, as well as continuing to deal with combating pollution in cases of emergency. Although REMPEC has already commenced activities on implementation of the new Prevention and Emergency Protocol, these activities are not evaluated in depth in this report.

However, as part of his remit (tasks 9 and 11 of the Job Description), the Consultant has prepared an additional document outlining a proposed Strategy for the implementation of the new Protocol for the period up to 2015 (Annex 1). This was presented at the 2003 Meeting of REMPEC Focal Points (Malta, 12 - 15 February 2003) and will be examined further by representatives of the Contracting Parties before presentation at the 2003 Meeting of MAP Focal Points.

2. research methodology

2.1 rempec

In order to obtain a clear understanding of the work of REMPEC and the Centre's own view of its present and future role, the evaluator has interviewed the Director of REMPEC, Rear Admiral Roberto Patrino, the permanent staff members and seconded experts working in REMPEC.

The evaluator has had full access to all REMPEC documentation. This includes the project Terminal Reports, self-evaluation fact sheets, project identification reports, and relevant financial reports. The information has included the lists of REMPEC Focal Points, names and contact points of trainees who have participated in REMPEC organised training courses, the contact details of external consultants who have assisted REMPEC in the organisation of training courses and seminars, exercises, and the provision of technical assistance. This information has been used *inter alia* to identify appropriate correspondents to receive the questionnaires described in section 2.3.

REMPEC is one of six Regional Activity Centres and Programmes of the Mediterranean Action Plan. The MAP is administered by the Mediterranean Co-ordinating Unit in Athens and the relevant staff of MEDU have been interviewed by the evaluator. The other five Directors of the RACs have also been contacted by questionnaire to gauge their opinions on their relationship with REMPEC (see section 3.4.3).

REMPEC is unique among the MAP/RACs in that it is the only Centre not directly administered by MEDU. It is in fact a Regional Centre administered by the International Maritime Organization (IMO) under a joint IMO/UNEP project. Consequently, the evaluator has interviewed the Finance Section at IMO on financial matters as well as the Marine Environment Division of IMO who exercise overall supervision of the Centre.

2.2 logical framework of activities

In an ideal world, any expenditure programme would start from an objective assessment of the *needs* of that programme. In the case of REMPEC a certain general objective is set out in Article 1 of the Protocol Concerning Co-operation in Combating Pollution of the Mediterranean Sea by Oil and Other Harmful Substances in Cases of Emergency, Barcelona, 16 February 1976 (the Emergency Protocol). From this general objective, certain indicators have been identified which, taken together, will show whether the general objective is being achieved. It is also possible to identify certain assumptions that need to be fulfilled if the indicators are to be achieved. The *logical framework* for REMPEC's activities, set out in this way, is annexed at Annex 2.

In addition to the Emergency Protocol itself, the Contracting Parties to the Barcelona Convention also adopted on 16 February 1976, Resolution 7 on the Establishment of a Regional Oil Combating Centre for the Mediterranean Sea. This contained in an Annex the objectives and functions of the Regional Centre, from which can be derived certain specific objectives. Annex 3 of the annexed logical framework sets out in tabular form the activities which REMPEC has undertaken in order to produce certain outputs which, in turn, have "expected results" leading to the fulfilment of the specific objectives as set out in REMPEC's mandate (the Annex to Resolution 7). In plain language, the logical framework is simply an explanation, which can be usefully presented in the form of a table or matrix, of what the programme is supposed to achieve and how it is supposed to achieve it.

Combating pollution by harmful substances other than oil was always envisaged in the Emergency Protocol of 1976. However, it was not until the Sixth Ordinary Meeting of the Contracting Parties to the Barcelona Convention (Athens, 6 October 1989) that it was decided to actually commence work on hazardous and noxious substances and to amend the mandate and title of REMPEC accordingly (UNEP(OCA)/MED IG.1/5, Annex V, paragraph 7.1.k). Work on preparation for and response to oil pollution has continued, but the result of the 1989 amendment to REMPEC's mandate was to empower REMPEC and the Contracting Parties to take specific action on other harmful substances. The outputs, activities and inputs which have been identified to meet this additional work are set out in Annex 4 to the annexed Logical Framework.

The process of defining the Logical Framework for REMPEC's activities and outputs have been discussed in "brainstorming" sessions with the Director and staff of the Centre.

2.3 methodology of the evaluation

The review of documentation in REMPEC has enabled the evaluator to make a **quantitative** evaluation of the outputs of the Centre. These are described in detail in chapters 4 to 7 and summarised in the tables annexed to this report.

In addition, as a **qualitative** indicator, the opinion of officials in Contracting Parties on the success and relevance of REMPEC actions has been sought by means of questionnaires. The questionnaires have been framed in a close-ended fashion in order to enable a statistical analysis to be made of the opinions expressed. Questionnaires were sent to the following “user” groups affected by the REMPEC activities:

- to all REMPEC Focal Points (Governmental and Operational) and also to other officials who have had close contact with REMPEC’s activities, past or present;
- to a representative sample of participants in training courses organised by REMPEC;
- to organisers of training courses and seminars in marine pollution;
- to the Directors of MAP/RACs;
- to other international bodies;
- to Non-Governmental Organizations.

The questionnaires aim to address the following key evaluation issues:

- **Relevance** – to what extent the *specific objectives* are pertinent in relation to the evolving *needs* and *priorities* at both national and regional level;
- **Efficiency** – how economically the various *inputs* have been converted to *outputs* and *results*;
- **Effectiveness** – how far the activities have contributed to achieving the specific and general objectives;
- **Utility** – how far the activities’ *impacts* compare with the *needs* of the target groups;
- **Sustainability** – to what extent the positive changes can be expected to last if and when the programme is terminated.

In addition to the questionnaires, the evaluator has conducted a series of face-to-face interviews with REMPEC Focal Points and other concerned individuals in nine Contracting Parties representing both northern and southern Mediterranean States. A list of the officials interviewed is at Appendix 2. These interviews have enabled the recipients to clarify any questions on the questionnaires but, more importantly, have provided an opportunity to discuss the relevance of REMPEC action in the field of accidental marine pollution in a more open-ended way than would be possible by a simple questionnaire. These interviews have enabled REMPEC Focal Points to express their opinions on past, current and future REMPEC action in a frank way.

3. description of rempec

3.1 legal mandate

The Intergovernmental Meeting on the Protection of the Mediterranean, held in Barcelona from 28 January to 4 February 1975, recommended that the Executive Director of UNEP should have “early consultations with the governments of the region on the possibility of establishing a regional oil combating centre to deal with the ever-present and growing threat of a major oil spillage in the Mediterranean”. It took note of the offer of the Government of Malta to host such a centre.

In accordance with this recommendation, and at the invitation of the Government of Malta, an Intergovernmental Consultation of Experts on a Regional Oil Combating Centre was convened by the Executive Director in Malta from 15-19 September 1975. The experts invited to attend the consultation recommended that the proposal to establish a regional oil combating centre should be submitted to the Conference of Plenipotentiaries scheduled in Barcelona in February 1976, and suggested that the Executive Director should prepare a report setting forth his recommendations based on the results of this consultation.

The Conference of Plenipotentiaries adopted *inter alia* the Protocol concerning Co-operation in Combating Pollution of the Mediterranean Sea by Oil and Other Harmful Substances in Cases of Emergency as a Protocol to the Barcelona Convention. The Conference also considered the Executive Director’s report concerning the establishment of a Regional Oil Combating Centre for the Mediterranean and adopted a Resolution (Resolution 7). In adopting this Resolution, the Conference “welcomed the intention of the Executive Director of UNEP to entrust to the [now] International Maritime Organization the functions and responsibility as Co-operating Agency for the establishment and operation of the aforesaid Regional Centre, it being understood that the exercise of functions and responsibilities by IMO should not lead to an increase in its budget”. Since 1976, IMO has carried out its responsibilities for the administration of the Regional Centre.

During their Fifth Ordinary Meeting (September 1987), the Contracting Parties decided that the activities and mandate of the Centre should, pursuant to the Protocol on Co-operation in Cases of Emergency, include harmful substances other than oil. The Sixth Ordinary Meeting of the Contracting Parties (Athens, 3-6 October 1989) approved the new objectives and functions of the Centre and the change of name to Regional Marine Pollution Emergency Response Centre for the Mediterranean Sea (REMPEC). A revised mandate defining the objectives and functions of the Regional Centre were also adopted by the Contracting Parties in 1989.

The two Resolutions 7 adopted respectively in 1976 and 1989, together with the Emergency Protocol itself, form the legal basis for REMPEC’s activities, which are the subject of this evaluation.

It should be noted, however, that in June 1995 the Conference of Plenipotentiaries to the Barcelona Convention adopted in Barcelona the Action Plan for the Protection of the Marine Environment and the Sustainable Development of the Coastal Areas of the Mediterranean (MAP Phase II), which included *inter alia* a component on prevention of pollution of the marine environment from ships. It identified a number of activities to be carried out with the assistance of REMPEC and with the co-operation of IMO. Ultimately, on 25 January 2002, the Contracting Parties to the Barcelona Convention agreed upon, and opened for signature, a new Protocol to the Barcelona Convention extending the remit of the original Emergency Protocol to include the prevention of pollution from ships, as well as continuing to deal with combating pollution in cases of emergency. The decision of the Contracting Parties to adopt the new Protocol was anticipated at the Twelfth Ordinary Meeting of the Contracting Parties to the Barcelona Convention, held in Monaco, 17 November 2001, when the objectives and functions of the Regional Centre were amended to specifically include prevention aspects within REMPEC’s mandate. However, this extension of REMPEC’s mandate essentially falls outside the timescale of this evaluation.

It should be noted that, in addition to the legal basis given by the Protocol and the mandate for the Regional Centre, the decisions of Meetings of the Contracting Parties, which is the decision making body for the Barcelona Convention, also adopt Guidelines and Recommendations, the technical content of which are usually elaborated by the Meetings of REMPEC Focal Points.

The financial basis of REMPEC and financial management issues are described in chapter 10 and in the separate auditor’s report.

3.2 evaluation of the mandate

The evaluator has reviewed the mandate of REMPEC by giving due consideration to the various developments at global, regional and national levels (task 1 of the job description). Essentially, the mandate of REMPEC has always been kept under review by the Contracting Parties and amended in the light of developments. For example, the decision to extend the mandate of the Regional Centre to include “other harmful substances” in 1989 reflected the awareness of the international community that preparedness for pollution by oil did not cover the whole picture. The decision within the framework of the Barcelona Convention in 1989 reflected decisions that had already been taken in similar organisations elsewhere (e.g. the 1983 amendment of the Bonn Agreement; the extension of the mandate of the European Commission).

Following the work of UNCED and the Rio Conference, attention within the Mediterranean Action Plan focused on the need to ensure sustainable development in the region leading to MED Agenda 21. Specifically, in June 1995, the Conference of Plenipotentiaries to the Barcelona Convention adopted in Barcelona the Action Plan for the Protection of the Marine Environment and the Sustainable Development of the Coastal Areas of the Mediterranean (MAP Phase II), which included, *inter alia*, a component on prevention of pollution of the marine environment from ships. It identified a number of activities to be carried out with the assistance of REMPEC and with the co-operation of the International Maritime Organization. (These activities are described in the introduction to the Strategy for the Implementation of the Prevention and Emergency Protocol at Annex 1.) In particular, at their Tenth Ordinary Meeting held in Tunis, in November 1997, the Contracting Parties adopted a Resolution on the Regional Strategy on Prevention of the Pollution of the Marine Environment by Ships. They decided that, as a consequence, “The 1976 Emergency Protocol is to be amended in order to introduce the provisions necessary to implement this strategy.” Subsequently, it was decided that the task demanded more than a review of the 1976 Protocol and that it was necessary to draft a completely new document in order to adequately reflect the importance of the new measures,.

The rationale for the new measures on “prevention” are entirely logical. They complement the activities already taken at national and regional level for the preparedness and response to marine pollution incidents. In effect, they “complete the picture,” and give effect to the need to protect and ensure the sustainable development of the Mediterranean coastal zone.

However, the Director of REMPEC has recognised that the adoption and signature of the new Prevention and Emergency Protocol is not sufficient in itself. Therefore, as part of this evaluation process (job description task numbers 9 and 11) the evaluator has prepared the proposed strategy for the implementation of the new Protocol (Annex 1).

In accordance with task 10 of the job description, the evaluator has also considered whether there is a need for further re-orientation of the REMPEC mandate. In particular, this issue has been discussed in the interviews with REMPEC Focal Points. The conclusion of the evaluator is, based on these interviews, that there is no need for further amendment of REMPEC’s mandate, given that its objectives and functions were only recently redefined by the Contracting Parties at their Twelfth Ordinary Meeting in Monaco in November 2001. Focal Points were specifically asked whether there was a need for REMPEC to carry out any additional functions and none were suggested. Indeed, the full implications of the Prevention and Emergency Protocol are only now becoming evident to REMPEC Focal Points; indeed, one has described the strategy for the implementation of the new Protocol as not so much an evolution as a revolution!

3.3 ADMINISTRATIVE ORGANISATION OF REMPEC

When ROCC was established in 1976, there were three professional posts: the Director, a Deputy Director (who also acted as administrator) and a Deputy Director (Technical) whose post title was changed to Technical Expert in 1984. This situation lasted until 1989, when the mandate of the Centre was extended to include other harmful substances. This also coincided with the first change in the organisation’s personnel. The Contracting Parties were not willing to increase the budget for the Centre. A new post of Chemical Expert was created, but the post of Deputy Director (Administration) was lost and with it the Centre lost its administrator. Administration therefore fell upon the shoulders of the Director.

With the adoption of the Regional Strategy on Prevention in 1997, the Contracting Parties started the process which led to the adoption of the new Prevention and Emergency Protocol in January 2002. The extra work burden on REMPEC was recognised by the Contracting Parties who, at their meeting in November 2001, agreed to the appointment of a new professional post to assist REMPEC in implementing the new Protocol. The new professional Programme Officer took up his appointment in September 2002.

Previously, in 2000, the Director succeeded in obtaining approval for a new post of Administrator at G level to deal with all the day-to-day financial tasks. As is evident from chapter 10, the financial controls on the Centre are – correctly – stringent, with regular and frequent reports required by IMO. The quantity of financial paperwork is high and the level of control is extremely detailed. It is evident that the creation of the post of Administrator has reduced the burden on the Director related to dealing with financial matters and has also improved the management of the financial system. This is confirmed by both IMO Finance Section and MEDU.

Part of the reason why it was possible for REMPEC to function without an Administrator between 1989 and 2000 was due to the fact that during the early 1990s much of the personnel and financial administration of REMPEC was carried out by IMO directly in London. The process of delegating a large part of the responsibility for day to day financial management from IMO to REMPEC started in the mid-1990s and currently 80% of administration is carried out in Malta.

As noted above, in addition to the permanent professional staff of REMPEC, the Centre benefits from the appointment of two junior programme officers (grade P2) seconded respectively by the French oil industry and, since 2002, also by the Italian oil industry association. In addition, the funding allocated to REMPEC as Project Manager for the MEDA project on port reception facilities also provides finance for a Technical Assistant (grade P3). Furthermore, the Director of REMPEC has recently succeeded in concluding an arrangement with the European Space Agency (ESA) whereby, although the money will remain in ESA, a person will be contracted for seven months to assist in the project to use satellite information to monitor oil spills in the Mediterranean.

An organisation chart of REMPEC's management structure, as presented in the Director's Progress Report to the 6th Meeting of Focal Points (REMPEC/WG.21/4 Annex IV), is at Appendix 3. This includes two posts which are not yet approved by Contracting Parties but which the Director considers are necessary in order to enable the Centre to work efficiently. The first is the post of Assistant to the Administrator (Grade 6) and the second is the post of Assistant to the Documentalist (Grade 4, Librarian). At the same time the Director of REMPEC also indicated that the Contracting Parties will be requested to approve the upgrading of the post of Administrator from the present G7 level to P1 level.

As recorded above, it is evident that there is a high degree of financial control within the REMPEC Secretariat. It is arguable that the Director spends too much of his time in checking the financial reports which have to be submitted to IMO and in exercising everyday financial control of the Centre. This is understandable, given his ultimate responsibility for the financial management of REMPEC and is also necessitated by the need to have some kind of independent check on the work of the Administrator. The creation of a new post of Assistant to the Administrator would not only help to cope with the increased financial work that has resulted from taking over responsibility for financial matters from IMO, but would also presumably relieve the Director from the need to double check all financial papers put forward for his approval and signature.

Recommendation 1: It is recommended that the Contracting Parties approve the Director's proposal to create a new post of Assistant to the Administrator at Grade G6 and to reclassify the post of the Administrator from Grade G7 to Grade P1.

The REMPEC Library is being re-organised to make its information more readily available to Contracting Parties. In the course of this evaluation, it became apparent that only 55% of REMPEC Focal Points realised that they could consult the REMPEC Library. Focal Points were asked how important it was to be able to consult the information contained in the REMPEC Library. 73% of Focal Points considered that it is very important to make better use of the information by re-organising the Library and making it more accessible. The remaining 27% of correspondents were of the opinion that although the Library may not be consulted frequently, it was still worthwhile to reorganise. It is suggested, furthermore, that more efforts should be made by REMPEC to place more Library information on their website. Given these circumstances, the Director's proposal to create a new post of Assistant to the Documentalist at Grade G4 is essential if the work of reorganising the Library effectively is to proceed and to make its information more readily available to Contracting Parties.

Recommendation 2: It is recommended that the Contracting Parties approve the proposal of the Director to create a new post of Assistant to the Documentalist at Grade G4 (Librarian).

It should perhaps be pointed out that the Maltese economy has not been beneficial for the recruitment of the appropriate secretarial and clerical staff for REMPEC. In the early 1990s, there was little demand – and consequently no training – of personnel with secretarial skills. The preponderance of office jobs was for clerks

and filing clerks. These posts were poorly paid, even in the private sector, and the salaries were fixed by the Maltese Government. According to UN procedures, G Grade staff are paid according to local custom. Consequently it was difficult for REMPEC to recruit appropriate qualified staff. The situation has changed in recent years with an increasing demand in the Maltese economy for qualified secretaries. Unfortunately, the calculation of UN salaries has not changed so much and with current salary levels, the salaries that REMPEC can offer are not as attractive as they used to be. This may well lead to difficulties filling G Grade posts in the REMPEC Secretariat.

3.4 relations with concerned partners

3.4.1 International Maritime Organization

REMPEC is the only one of the six MAP/RACs which is not directly administered by the Mediterranean Co-ordinating Unit at Athens. IMO has always had a leading role in the prevention and combating of marine pollution and its involvement in the MAP is based on the original Resolution 7 on the establishment of ROCC in 1976.

REMPEC has always been a vehicle for fulfilling IMO's mandate in the Mediterranean Sea, especially as far as combating accidental pollution is concerned. With the adoption of the new Prevention and Emergency Protocol, and the moves towards the prevention of pollution from ships being dealt with at the regional level which began in 1995, the role of REMPEC becomes even more important to enforce the standards of IMO's international conventions. The proposed Strategy for the implementation of the new Prevention and Emergency Protocol (Annex 1) contains several proposals whereby REMPEC would act as, in effect, IMO's 'agent' in the Mediterranean in order to enhance the implementation and enforcement of the relevant IMO conventions. It is envisaged that this could be achieved by guidance to Contracting Parties on the necessary legal measures to implement conventions, through training activities, through making effective use of the various 'tools' available under the IMO Conventions (e.g. the designation of Particularly Sensitive Sea Areas), etc. These proposals should not be seen as attempts to usurp the primary role of IMO; rather they should be seen as an effective means of implementing and enforcing global standards by making full use of the experience within REMPEC.

Recommendation 3: It is recommended that the Director of REMPEC should consult with the appropriate officials at IMO in order to discuss the role of REMPEC and IMO within the context of effective implementation of the new Prevention and Emergency Protocol.

The chief focus of REMPEC's activities is on capacity building. As is evident from the replies to the questionnaires (see below), REMPEC answers to the real needs of Contracting Parties. Activities are focussed on real projects with concrete outcomes. REMPEC is not unique in its position as a regional centre with the aim of facilitating regional co-operation on preparedness for and response to accidental marine pollution, but it is foremost among such centres in achieving its planned outputs and in the regard in which it is held by Contracting Parties and by the international community.

Although the situation whereby REMPEC is administered by IMO rather than by MEDU is unique in the MAP, the logic of the administrative relationship is clear and, for the most part, there are few administrative problems. There is therefore no reason to suggest any changes to the status quo.

3.4.2 Mediterranean Co-ordinating Unit (MEDU)

Apart from being the only MAP/RAC which is not administered directly by MEDU, REMPEC is unique in that it has had international status from its inception. REMPEC's staff members, both professional and general, are UN staff. All professional and general staff are appointed by IMO and receive their contracts of employment from IMO.

By contrast, the other five MAP/RACs are essentially national organisations with regional mandates, i.e. they carry out activities at the regional level. There is, however, a significant contribution from the host countries, over and above the provision of facilities.

REMPEC is one of the constituent components of the MAP; the MAP Coordinating Unit is responsible for the coordination of this component along with other components of the MAP. It is the Co-ordinator's responsibility to set, together with the Contracting Parties, the long-term strategy and direction of the MAP and, within the Programme, the overall direction of the component parts. It seems evident that, especially with the preparatory work on the new Prevention and Emergency Protocol, REMPEC has worked hard to meet the aspirations and expectations of the Co-ordinating Unit. In consequence there has been a significant improvement in understanding of the role of REMPEC and its value in the wider Mediterranean context.

From interviews with various constituents, it is probably fair to say that this has not always been the case. At the end of the 1980s there was some question mark over the future of REMPEC. However, the respective Directors and staff have worked hard to reassure Contracting Parties as to the value of REMPEC and to the importance of its activities at both national and regional level.

3.4.3 MAP Regional Activity Centres

It is clear from the mandates of some of the other MAP Regional Activity Centres that there is scope for closer co-operation between REMPEC and these Centres. Of particular interest are the RACs dealing with remote sensing and on sensitive areas. The proposed strategy for implementation of the new Prevention and Emergency Protocol (Annex 1) identifies a number of issues where there is scope for closer co-operation and greater synergy from REMPEC working together with the relevant RAC.

The Directors of the MAP/RACs were invited to complete brief questionnaires indicating how they envisaged past and future co-operation with REMPEC.

The Director of the Blue Plan (BP) confirms that relations with REMPEC are good and that the BP usually participates at REMPEC Focal Points meetings and that REMPEC also participates occasionally in BP meetings. The prospective work of the BP in the field of sustainable development, particularly its work on transport and the environment, are of interest for REMPEC. Likewise, much of the information collected by REMPEC is of interest for the BP; especially, REMPEC is providing useful inputs to the BP's future report on environment and development. Furthermore, BP and REMPEC are jointly proposing to potential donors the so-called "MARE NOSTRUM" project concerning the evolution of maritime traffic in the Mediterranean and its possible impacts.

Concerning the possibilities of working together with REMPEC, the Director of the Blue Plan considers that it would be useful to associate the BP more closely with the strategic action plan for the implementation of the new Protocol. BP could also help REMPEC and its partners to select a set of indicators to assess progress of countries and the region towards sustainable development in the fields concerned. The recent workshops of MEDPOL on indicators are a good example of such useful co-operation. The "MARE NOSTRUM" project will be a further opportunity to strengthen BP/REMPEC co-operation.

3.4.4 European Commission

The European Commission, representing the EU, sits on the meetings of REMPEC Focal Points and thus plays a role in the formulation of REMPEC policy and activities, as well as being the provider of financial assistance to fund many of REMPEC's activities to the tune of over 40% of REMPEC's total budget.

Relations between REMPEC and the EU are good. The European Commission works in a close and harmonised way with REMPEC. For example, information sheets distributed by the Commission on pollution incidents are sent to REMPEC for further distribution within the Mediterranean region.

The European Commission is unique in its role as a participant in four regional agreements: the Barcelona Convention covering the Mediterranean; the Lisbon Agreement covering the waters and countries of south-west Europe and Morocco; the Bonn Agreement covering the North Sea States; and the Helsinki Commission covering the Baltic Sea. One tool which the Commission has developed to support its Member States is the Community Information System (CIS) which contains much information including the equipment and resources available in Member States. Following a Decision, the CIS information is now available on the EU website and there is an obligation on Member States to keep the information up to date. Indeed the Commission itself cannot alter the contributions of the Member States; it can only amend the common parts of the CIS. There could be value in developing the REMPEC website, which contains the Regional Information System, in a comparable way to that of the EU. However, this should be seen as a long-term objective given the current disparity between northern and southern Mediterranean States.

Recommendation 4: It is recommended that REMPEC gives consideration to developing the Regional Information System by including in the REMPEC website lists of national equipment stockpiles, the descriptions of national organisations for dealing with accidental marine pollution incidents, etc, comparable to the information contained in the EU CIS website.

The EU contributes significantly to the activities of REMPEC by providing funds through its appropriate funding mechanisms, the LIFE programme and the MEDA partnership (see Chapter 8). However, there is one activity which the European Commission organises which could be of interest to REMPEC and Mediterranean States. This is the “exchange of experts” programme whereby officials spend time in the administrations of other Member States in order to see how colleagues carry out their responsibilities within the framework of another administration. The Community pays 100% of the costs of organisation and administration and 75% of the participants’ travel costs.

Although the training courses organised by REMPEC are clearly valued by the trainees and are successful in imparting knowledge (see chapter 7), they are necessarily limited in their scope. It is evident from discussions with the responsible officials in North African and Eastern Mediterranean countries that officials from the administrations of these countries would greatly benefit from the opportunity to participate in such an exchange programme. The focus of the “exchange” would necessarily be different since it would essentially be an opportunity for a major learning experience – transfer of know how – whereby responsible officers from the “developing” countries would have an opportunity to learn at first hand how things are organised in Europe. It could be envisaged that exchanges could be arranged between francophone and anglophone countries, as appropriate. For example, it would not be necessary for officials to be trained only at other Mediterranean countries, but that the experience of all European States could be made available. It is recognised that under the terms of the current EU exchange programme it would not be possible to offer such facilities to non-EU Member States. Nevertheless, as a means of enhancing the transfer of technical knowledge, it is suggested that the European Commission might be approached with a view to considering such a possibility at a future date.

Recommendation 5: It is recommended that the EU Focal Point, together with the Director of REMPEC, should give consideration to the possibility of extending the EU exchange programme to enable officers from non-EU Member States to benefit from the experience of EU Member States.

3.4.5 Relations with the Host Country

In 1975 the Government of Malta offered to host the Regional Oil Combating Centre. The initiative was taken by the then prime minister of Malta, Dom Mintoff, whose invitation no doubt had something to do with the prestige of hosting a UN body on the island. The Maltese Government offered the premises on Manoel Island, a former British Navy establishment, which are adequate if not luxurious. A common complaint of project Terminal Reports is that the facilities are not really adequate for the task. In order to improve the situation REMPEC established, over the last four years, a much closer dialogue with the Government of Malta. As a result, following the request of REMPEC, the Maltese authorities carried out in 2001 significant improvements and structural changes to the Centre’s premises, which meet the present requirements of REMPEC. The improvements included providing office space for the new permanent and temporary staff of the Centre, installation of air conditioning in the new spaces and an overall improvement of working conditions of its staff, as well as better security arrangements and a certain face lifting of the surrounding area. In the longer term it is the intention of the Government of Malta to host REMPEC in a new, purpose-built building adjacent to the new cruise terminal in Valletta. The Centre will share the premises with the Malta Maritime Authority.

There are certain values to Malta in hosting REMPEC. First, there is the kudos gained from hosting an international institution. But it is particularly important that it is an organisation that deals with the marine environment, since Malta is an island whose economy depends on the sea, notably through tourism and through shipping. Malta is currently the fifth largest register of shipping. The Maltese Government also receives great advantage from REMPEC being close at hand in providing immediate, first hand advice when needed.

However, it is also important to acknowledge the advantages that Malta brings to REMPEC. Malta has good relations with all Mediterranean countries and effectively bridges the “gap” between the north and south Mediterranean States. It is also perceived as a neutral country, with no connotations of neo-colonialism. Even the Maltese language has links with Arabic. Apart from these political advantages, Malta also offers REMPEC a

strategic location in the Mediterranean, although air travel to Malta from some Mediterranean States is difficult and expensive.

Despite the shortcomings in the accommodation, which are being addressed in the longer term, many improvements have been made by the Maltese Government in recent years. Both the Director of REMPEC and the Maltese Government authorities confirm that relations between REMPEC and its host are currently very good.

3.4.6 Relations with other international bodies

Questionnaires were sent to other international bodies with whom REMPEC has working relations in order to ascertain how these bodies perceive REMPEC.

Bonn Agreement

The Bonn Agreement (representing the North Sea States) confirms that it has good relations with REMPEC and that professional relations with the REMPEC Secretariat have been satisfactory. Contact is made once or twice a year, coinciding with the Bonn Agreement official meetings (autumn and spring). Representatives of the REMPEC Secretariat attend meetings of the Contracting Parties to the Bonn Agreement and its Working Group on Operational, Technical and Scientific Questions Concerning Counter Pollution Activities (OTSOPA). In 2002, REMPEC was formally granted permanent observer status with the Bonn Agreement.

Although it is not always possible for REMPEC or the Bonn Agreement Secretariat to attend each other's meetings, France, as a Contracting Party to both the Barcelona Convention and the Bonn Agreement, acts as a channel of communication where necessary. The representative of the European Commission acts in a similar manner in relation to activities at EU level which are applicable in both the Mediterranean Sea and the North Sea. For its part, the Bonn Agreement is seeking permanent observer status for the purposes of the new Prevention and Emergency Protocol.

The Bonn Agreement acknowledges that there is a clear common interest in continuing the existing exchange of scientific, technical and operational information related to counter pollution activities. Appropriate mechanisms have been put in place in order to continue and improve this communication between both organisations. For its part, REMPEC periodically circulates matters of interest from the Bonn Agreement as periodic information bulletins. This is clearly a useful and effective activity: 37% of REMPEC Focal Points considered that the bulletins are very useful, containing information which would not otherwise be seen; the remaining 63% considered that the periodic information bulletins are useful and often contain items of interest.

For its part, REMPEC has circulated to the Bonn Agreement member States copies of the TROCS database and some of the documents produced by the Centre, which were welcomed by the recipients.

Helsinki Commission

REMPEC has also established very solid relations with the Helsinki Commission (HELCOM), particularly in the field of preparedness and response to accidents involving hazardous and noxious substances other than oil. This has involved participation of the representatives of both organisations in the meetings organised by REMPEC and HELCOM (especially with regard to the preparation of the HELCOM "Chemical" Manual), the participation of REMPEC staff in exercises organised in the Baltic region, the exchange of technical documents, etc.

RAMOGE

The RAMOGE Agreement is a sub-regional agreement between France, Italy and Monaco for the protection of the sea and of the coastal area against pollution. It carries out various activities, such as an inventory of marine biodiversity, public awareness, publication of documents for the environmental management of harbours, a GIS, etc.

The RAMOGE secretariat has official contact with REMPEC once or twice a year. Relations between the two organisations are good and there are areas of co-operation. For example, following the "PRESTIGE" incident, RAMOGE addressed recommendations to France, Italy and Monaco. These recommendations have been further passed on to all Mediterranean countries by REMPEC and will be considered at a Mediterranean meeting in order to define a strategy and political declaration at the next meeting of the Contracting Parties to the Barcelona

Convention. RAMOGE will also participate in the meeting of experts which will examine further the proposed strategy for the implementation of the new Prevention and Emergency Protocol.

The international bodies were asked whether there were any fields in which they considered that there was a joint interest in working together with REMPEC. In the framework of the RAMOGEPOL PLAN, exercises to combat marine pollution are organised annually with the participation of French, Italian and Monagasque equipment. RAMOGE would like REMPEC to be more involved in these exercises, perhaps through financing the participation of observers from other Mediterranean countries.

The perception of RAMOGE is that REMPEC activities are very effective.

REMPEC is the central reference point of the MAP for RAMOGE and it is hoped that the effectiveness of REMPEC will increase further with the entry into force of the new protocol.

3.4.7 Relations with other bodies

Mediterranean Oil Industry Group

Perhaps the most important body with which REMPEC has forged a relationship in recent years is the Mediterranean Oil Industry Group (MOIG). There was no industry involvement with REMPEC before 1991 and the decision to create a network within the Mediterranean oil industry was taken at the IPIECA/IMO seminar held in Cairo in that year. REMPEC was instrumental in the setting up of MOIG and its co-operation with REMPEC has developed over the last 6-7 years and has become increasingly close. The industry sees REMPEC as an essential partner in strengthening relations and co-operation between the oil industry and government authorities. In fact, the effectiveness of this co-operation between government and industry is enhanced by the co-ordinating role which REMPEC plays in the Mediterranean.

REMPEC is an associate member of MOIG and attends its meetings. MOIG meetings are often organised at the same time as significant REMPEC events in order to enhance co-operation. Whenever MOIG undertakes activities (e.g. the exercise organised in Malta), REMPEC is invited to participate. MOIG has decided in principle to work with REMPEC on all training courses and will participate, whenever requested, free of charge.

In addition, both the French and Italian oil industries have demonstrated their positive support for the work of REMPEC by providing the services of junior engineers to work on secondment at REMPEC.

MOIG publishes a regular newsletter in which the activities of REMPEC are prominently featured. In order to enhance the effectiveness of MOIG, the organisation has established a permanent secretariat in Tunis since the end of 2002.

MOIG is keen to enhance the co-operation with REMPEC even further than in the past. The main objective will be to develop further combined activities and achieve synergy in the field of prevention and support to combating oil pollution. Activities which have been identified for co-operation with REMPEC include participation in the in-depth study of maritime traffic in the Mediterranean Sea, the development of the industry SINGER system database for the management of emergencies in the case of marine accidents, the development of a task force of experts to share expertise and advice, voluntary actions of the oil industry to improve maritime transport safety, including restrictions on the use of single-hulled tankers.

This co-operation between REMPEC and MOIG is clearly valued by Contracting Parties: 94% of REMPEC Focal Points consider that it is very important to have close links with industry.

International Oil Pollution Compensation Fund (IOPC Fund)

The Secretariat of the IOPC Fund has fairly frequent contact with REMPEC, about five to 10 times a year. Relations between the two organisations are good. The IOPC Fund have appreciated the efforts made by REMPEC to promote effective pollution response arrangements in the region and the ratification of the compensation Conventions. REMPEC has also proved supportive following pollution incidents in the region by offering sound objective technical advice on spill response.

There is long term co-operation between REMPEC and the IOPC Fund. Representatives of the Fund Secretariat have frequently attended REMPEC training courses, lecturing specifically on the important matters of compensation and liability in the event of marine pollution incidents. The IOPC Fund attends meetings of REMPEC Focal Points when available and provides documents and information to these meetings.

The International Tanker Owners Pollution Federation Limited (ITOPF)

ITOPF is a regular representative on REMPEC organised training courses, lecturing on all subjects related to pollution combating, but specialising in aspects concerning compensation and liability. ITOPF normally attends the meetings of Focal Points as an observer.

ITOPF perceives REMPEC as being the best and most advanced regional centre and a good model for many other regions in the world. It considers that the success of REMPEC rests, and depends, on a sustainable funding procedure and a realistic work programme. ITOPF considers that the overall action taken through REMPEC is "quite effective", but emphasises that the effectiveness of the organisation is directly dependent on the support and commitment of Contracting Parties.

INTERTANKO

INTERTANKO has official contact with REMPEC between five and 10 times a year. It has good relations with the Centre and no problems in its dealings with the Secretariat. There are no fields in which INTERTANKO has worked directly with REMPEC in the past, but it intends to work with them in the future.

INTERTANKO perceives REMPEC activities to be very effective. Targets appear to be realistic and REMPEC has established itself as professional in its field, whose reputation goes beyond the confines of the Mediterranean area. It perceives REMPEC as a very cost-effective component of the MAP.

The co-operation with INTERTANKO has included regular participation of the representatives of this organization in the Meetings of REMPEC Focal Points, providing Reports on issues of common interest and in particular active participation and submission by INTERTANKO of an important paper at the Meeting of National Experts on Port Reception Facilities held in Cairo in 1991.

Questioned on sustainability, INTERTANKO considers that the new strategy for dealing with prevention of pollution, as well as preparedness and response, is sustainable. However, with regard to work activities, INTERTANKO believes that the current budget is not sustainable to enable the Secretariat to maintain such an extensive agenda.

As regards the opinions expressed by NGOs, INTERTANKO considers that the REMPEC Secretariat respects and appreciates INTERTANKO's input, although it considers that some delegations at Focal Point meetings do not understand the significance and expertise that certain NGOs bring with them.

Environmental NGOs

Unfortunately, none of the environmental NGOs which are observers to the Meetings of REMPEC Focal Points took the opportunity to respond to the evaluator's questionnaire.

4. evaluation: general objective

The general objective (long-term outcome) of REMPEC's assistance to Contracting Parties to the Barcelona Convention is, in effect, stated in Article 1 of the 1976 Emergency Protocol: "Establishment of a framework for co-operation in taking the necessary measures in cases of grave and imminent danger to the marine environment, the coast or related interests of one or more Contracting Parties, due to the presence of massive quantities of oil or other harmful substances resulting from accidental causes or an accumulation of small discharges ..."

The logical framework for this general objective, together with success indicators and certain assumptions which need to be fulfilled, is shown in Annex 2. As stated previously (Chapter 2.3), all REMPEC Focal Points were invited to complete a questionnaire giving their views on different aspects of REMPEC's activities. Replies have been received from 34 correspondents representing 18 countries plus the EU (ie no response from 2 countries).

Asked whether they thought that the objective of "Establishing a framework for co-operation" has been achieved:

- 9 correspondents (26%) considered that an effective framework for co-operation in the Mediterranean has now been established;
- 23 correspondents (68%) considered that significant progress has been made towards creating an effective framework for co-operation;
- 2 correspondents (6%) considered that there is still a long way to go in establishing an effective framework for co-operation.

Focal Points were asked to what extent they thought that REMPEC's actions and activities had contributed to the progress that has been achieved:

- 27 correspondents (80%) considered that REMPEC has been a very significant force in creating a Mediterranean framework for co-operation;
- 7 correspondents (20%) considered that REMPEC has had some impact on developing co-operation.

Over the years, REMPEC has developed many procedures and guidelines to facilitate co-operation in the region. Focal Points were asked to what extent they thought that this activity has been helpful:

- 26 correspondents (76%) thought that the procedures and guidelines developed by REMPEC are essential for effective co-operation;
- 8 correspondents (24%) thought that the procedures and guidelines are of some value.

The establishment of a body of trained personnel in the region is an indicator of achieving the general objective. Over 2,160 personnel have attended REMPEC training courses since 1976. Focal Points were asked to what extent they thought the region now has a body of trained personnel:

- 2 correspondents (6%) considered that there are sufficient trained experts in the region and, in future, the resources could be better spent on other activities;
- 31 correspondents (91%) considered that significant progress had been made on training, but this is an activity that always needs to be maintained;
- 1 correspondent (3%) considered that not enough work has been done on training.

REMPEC Focal Points were also asked whether, considering their own national resources and taking account of the framework for regional co-operation provided for in the Emergency Protocol, they thought that they had access to sufficient oil spill combating equipment:

- 5 Contracting Parties answered "yes";
- 13 Contracting Parties answered "no".

Of those correspondents who replied in the negative, many cited both the lack of equipment and the finance to purchase it. The following suggestions were made:

- that REMPEC should be an active (operational?) centre for combating pollution by oil and hazardous materials, ready to assist the countries;
- that more bilateral or sub-regional agreements should be established with neighbouring Contracting Parties to provide additional equipment in support of national efforts;
- that the main problem is access to information on equipment that might be available: a good solution could be to develop the REMPEC website, similar to the information of the EU Community Information System, which is available on the internet;
- that additional regional stockpiles for Tier 3 incidents should be established.

One of the proposals in the draft strategy to implement the new Prevention and Emergency Protocol (Annex 1) is that those Contracting Parties which need to enhance their levels of pre-positioned equipment should consider the possibility of establishing within their national legal frameworks, a levy on oil imports/exports to establish a dedicated equipment purchase fund.

5. specific objectives for combating oil pollution

The Annex to Resolution 7 adopted on 16 February 1976 contains a number of specific objectives which have formed the basis for subsequent REMPEC activities (see the logical framework at Annex 3).

5.1 specific objective: "To strengthen the capacities of coastal states

REMPEC Focal Points were asked whether this objective is still relevant in 2003:

- 33 correspondents (100%) considered that it is still necessary to strengthen the capacities of coastal States and that REMPEC's ongoing activities in this respect are essential.
- No correspondents considered that there was no further need of REMPEC's activities.

5.1.1 Raising Awareness

Especially in the early days, the Director of REMPEC (or ROCC) spent time on missions to Contracting Parties raising awareness as to the importance of the Emergency Protocol. In more recent years, the REMPEC Director and technical staff have visited States to advise on matters to strengthen national capacities. Table 1 annexed shows the extent of this activity. It should be noted that this information has been modified since 1998 to include all missions and meetings in which the Director and technical staff have participated in order to reflect the current workload of the Centre.

REMPEC Focal Points were asked how important the activities of the REMPEC Director and staff were to raising awareness and establishing national capacities:

- 12 Contracting Parties considered that REMPEC's activities on raising awareness was essential in their country;
- 4 Contracting Parties considered that REMPEC's input was helpful in raising political consciousness, but was not essential;
- 1 Contracting Party considered that there was no need for REMPEC intervention in its country.

5.1.2 Technical advice and assistance

On a number of occasions REMPEC has provided technical advice and assistance to Contracting Parties. Table 2 annexed shows the number of occasions on which REMPEC has provided this service. This has ranged from advice over the telephone, to the provision of written information, to on site assistance of REMPEC's professional staff in the case of pollution incidents.

Focal Points were asked whether their country had ever requested and received technical advice and assistance from REMPEC:

- 12 countries answered "yes";
- 6 countries answered "no".

Of those who answered "yes":

- 9 correspondents considered that the REMPEC advice/assistance was extremely helpful;
- 3 correspondents considered that the advice/assistance was useful, but not essential;
- no correspondents considered that the advice/assistance received had not been very helpful.

5.1.3 Catalogues of Equipment and Inventories of Experts

One of the earliest functions of the Centre, as laid down in the Annex to Resolution 7, was to collect and disseminate information *inter alia* on inventories of experts and equipment in each coastal State for combating massive accidental spillages of oil. This task involved considerable effort on the part of the Technical Expert

during the early years of ROCC, as is shown in table 3 annexed. Since 1992, the work on compiling catalogues and inventories has been subsumed in the Regional Information System (see section 5.4.1).

5.1.4 Ratification of relevant International Conventions

Although the international conventions impose obligations on Contracting Parties, they also bestow benefits. Consequently REMPEC encourages coastal States to ratify the relevant international conventions in the field of oil pollution prevention and response, and civil liability and compensation. Table 4 annexed shows the progress made by Contracting Parties in ratifying the relevant international conventions. The current status of ratification of all relevant conventions by Contracting Parties is shown in Appendix 4.

Focal Points were asked whether their country had received support from REMPEC to accede to the relevant conventions:

- 4 countries indicated that they had received helpful advice from REMPEC;
- 9 countries indicated that they would like to receive advice from REMPEC;
- 5 countries indicated that they did not need advice from REMPEC on this subject.

5.2 specific objective: “to facilitate co-operation to combat massive oil pollution”

5.2.1 Network of Focal Points

Among others, one expected result from this objective is the establishment of a network of regional focal points to facilitate co-operation. REMPEC Focal Points were asked how essential is this network:

- 32 correspondents (94%) considered that the established network of Focal Points is essential for regional co-operation and that REMPEC has been instrumental in establishing it;
- 2 correspondents (6%) considered that the network of Focal Points is only of limited value;
- no correspondents considered that regional co-operation could be achieved without the network of Focal Points.

The Contracting Parties' decision in 1989 to amend the Annex to Resolution 7 related to the objectives and functions of the Regional Centre, in addition to focussing on other harmful substances also added a new specific objective, viz “To provide a framework for exchange of information on operational, technical, scientific, legal and financial matters.” It was as a result of this objective that the regular meetings of REMPEC Focal Points was established, the first such meeting taking place in September 1992. The Focal Points were asked in the questionnaire to what extent (as a representative of their country) they found the regular meetings of REMPEC Focal Points useful:

- 28 correspondents (82%) considered that the meetings of REMPEC Focal Points are extremely valuable;
- 5 correspondents (15%) considered that the meetings are of some value;
- 1 correspondent (3%) considered that the meetings are of little value.

Correspondents identified the following main advantages of the meetings of Focal Points:

- they provide the opportunity to discuss very important issues of common interest and establish an effective network for regional co-operation;
- to establish links (exchange views; exchange experience) with experts from other countries;
- raising awareness of what is essential for a country;
- the opportunity for direct exchange of opinions with REMPEC officials;
- very useful information is disseminated during meetings of Focal Points;
- the opportunity to discuss and determine future strategies;

- the opportunity to make useful contacts, especially with observer organisations;
- the opportunity for initiatives for creating new legal documents (regulations, guidelines, etc);
- it creates the momentum to implement REMPEC and related MAP activities;
- the opportunity to deepen knowledge and take stock of the situation with regard to threats of pollution.

The following comments were cited as weaknesses of the meetings of Focal Points:

- the meetings are too politically biased (no further explanation given);
- the meetings are too time consuming;
- there is a lack of concrete results;
- there is no flow of experience from southern countries to the northern Mediterranean;
- the meetings need to be made more operational;
- sometimes Contracting Parties do not send the most appropriate representatives with responsibility for the matters under discussion;
- an Arabic translation service could be provided, if necessary at the expense of the delegations concerned.

5.2.2 Pollution Reporting System

Annex I of the 1976 Emergency Protocol prescribes the contents of the reports to be made pursuant to the reporting of accidents and observations of oil pollution incidents at sea. Initially a Mediterranean "Standard Alert Message" was designed in 1981/82, adopted in 1983 and used until the late 1980s. Subsequently REMPEC introduced the POLREP Pollution Reporting System into the Mediterranean region. Focal Points were asked whether this is a helpful tool for reporting pollution incidents and for requesting assistance from neighbouring States:

- 26 correspondents (81%) considered that the POLREP system is essential for standardised reporting of pollution incidents;
- 6 correspondents (19%) considered that the POLREP is a useful system, but not essential;
- no correspondents considered the POLREP to be confusing and that information could be supplied on a non-standardised basis.

5.2.3 Sub-Regional Contingency Plans

In order to facilitate closer practical co-operation between neighbouring States, REMPEC has promoted the establishment of Sub-Regional Contingency Plans (SRCPs). There are two such SRCPs in the Mediterranean region at the present time, although preparations are in hand for further sub-regional systems. The two established plans are that between Cyprus, Egypt and Israel, which has been funded by an EU LIFE project with REMPEC providing secretariat support; and the SRCP between Morocco, Algeria and Tunisia, originally initiated under a World Bank project, but now taken over at the countries' request by REMPEC with the financial support of IMO Technical Co-operation Division.

Members of SRCPs were asked whether the Sub-Regional Plan had brought a closer understanding of their neighbours' capacities:

- 5 countries answered "yes";
- no countries answered "no".

Correspondents were also asked whether they found the process of developing the SRCP helpful for assessing their own national procedures:

- 5 countries answered "yes";
- 1 country answered "no".

Correspondents were also asked whether, in the event of a major pollution incident, they would use the provisions of the SRCP to obtain assistance:

- all 6 countries answered “yes”.

Members of SRCPs were asked how important the role of REMPEC was in developing the SRCP:

- All 6 countries stated that REMPEC was vital in instigating and supporting the SRCP.

The participants in SRCPs were asked how efficient REMPEC was in organising meetings and events:

- All 6 countries considered that REMPEC was very efficient in this respect.

Members of SRCPs were asked whether they thought that the Plan would be sustainable in the long term:

- 5 countries considered that their Plans would be sustainable;
- 1 country doubted that it would be sustainable in the long term.

Two countries commented that long-term sustainability depended on political circumstances in the region.

Table 5 annexed lists the REMPEC activities in promoting the Sub-Regional Contingency Plan involving Cyprus, Egypt and Israel.

5.2.4 Bilateral or Multilateral Exercises

REMPEC has organised a number of bilateral or multilateral exercises, both alert exercises and exercises involving the mobilisation of equipment between countries. Focal Points were asked whether their country had been involved in exercises organised by REMPEC:

- all countries have been involved in alert exercises (no equipment) but only 15 countries acknowledged that they had;
- 3 countries have been involved in live exercises (equipment mobilised).

It should be noted that countries can be involved in both alert and live exercises. Furthermore the figures include exercises organised within the framework of SRCPs. Table 6a annexed shows the exercises organised by REMPEC.

It should be noted that REMPEC is frequently invited to attend as an observer to exercises which it has not taken the lead in organising itself (see Table 6b). In such cases the REMPEC technical staff usually comment in a professional capacity on the performance of the exercise.

REMPEC Focal Points were asked whether the exercise served to show the effectiveness of their national procedures:

- 13 correspondents (50%) considered that the exercise was very useful;
- 10 correspondents (38%) considered that the exercise was of some help;
- 3 correspondents (12%) considered that the exercise was not very helpful.

Focal Points were also asked whether the exercise was well organised by REMPEC:

- 13 correspondents (52%) considered that the exercise was very well organised; it worked well;
- 12 correspondents (48%) considered that the exercise was quite well organised;
- no correspondents considered that the exercise was poorly organised.

5.2.5 Mediterranean Assistance Unit

In 1993 the Contracting Parties to the Barcelona Convention decided at their Eighth Ordinary Meeting to establish the Mediterranean Assistance Unit (MAU) and REMPEC was given the responsibility *inter alia* to organise and activate the Unit. The Centre initially asked its Focal Points to nominate the national experts to be considered for inclusion in the MAU once the request for its activation is put forward. From the replies of those Focal Points who provided their lists of national experts it became obvious that the profiles/levels of expertise of

nominated experts were not coherent and that some nominated “experts” were actually the persons whose first and only contact with oil or chemical spill response was attending a single training course organized by REMPEC. In order to ensure the required quality of MAU experts REMPEC decided that, in addition to the experts nominated by the Focal Points, it would be opportune to negotiate Memoranda of Understanding with well established Centres of Expertise from the Mediterranean region and outside it, with a view to ensuring their participation in the missions of the MAU, if necessary. This initiative resulted in signing a MoU with CEDRE* (France) for the participation of its senior technical staff in MAU missions in case of marine pollution accidents including **both** oil and HNS other than oil. A similar MoU was negotiated with ICRAM (Italy) during the period of the evaluation and signed in 2002 (i.e. after the period under evaluation). The MoU with ICRAM also covers assistance in case of incidents involving **both** oil and HNS other than oil. Only the MoU currently being negotiated with BASF (Germany) is intended to cover assistance only in cases of incidents involving HNS other than oil. The existence of these MoUs does not exclude the possibility of involving individual experts nominated by the Contracting Parties in MAU missions, under the same conditions as the experts from the centres of expertise with whom REMPEC has signed a MoU.

The purpose of the MoUs with centres of expertise is therefore to have expert technical advice readily available in the event of an emergency, without the need at that time to enter into protracted negotiations about the type of assistance which might be provided. The MAU has been called upon only once: the NASSIA incident in Turkey.

REMPEC Focal Points were asked how much they knew about the MAU:

- 6 correspondents (21%) confirmed that they knew sufficient to obtain assistance if they needed it;
- 22 correspondents (79%) stated that REMPEC could usefully provide more information about the MAU.

Focal Points were also asked whether, even if they had never called upon the MAU, they thought it was a useful resource base:

- 8 correspondents (32%) considered that the MAU was very useful;
- 17 correspondents (68%) considered that it was quite useful and should be retained;
- no correspondents considered that it was not particularly useful.

5.2.6 Mediterranean Oil Industry Group (MOIG)

It is not, of course, a REMPEC obligation to establish an oil industry regional grouping even though REMPEC was instrumental in encouraging the establishment of MOIG. Nevertheless, following the OPRC Convention, the petroleum industry in the Mediterranean has formed the Mediterranean Oil Industry Group (MOIG) with a view *inter alia* to presenting a united industry front to the relevant international organisations, such as REMPEC. REMPEC has established good working relations with MOIG (see section 3.4.7 for further details).

REMPEC Focal Points were asked whether they thought it was useful for REMPEC to establish relations with the Mediterranean oil industry through MOIG:

- 32 correspondents (94%) considered that it is very important to have close links with industry;
- 2 correspondents (6%) considered that it is useful, but not essential, to have close links with industry;
- no correspondents considered that it is not necessary to have links with the oil industry.

5.3 specific objective: “To assist, on request, the development of national capabilities”

5.3.1 National Contingency Plans

An important activity has been the assistance given by REMPEC and its consultants to national authorities in the development of their National Contingency Plans (NCPs). Focal Points were asked whether their country had received assistance from REMPEC to develop its NCP:

- 8 countries indicated that they had received assistance from REMPEC;
- 10 countries indicated that they had not received assistance.

Those countries which had received assistance were asked how helpful the advice had been that they had received from REMPEC:

- 3 countries considered that REMPEC's advice was essential; they could not have developed the NCP without assistance;
- 5 countries considered that REMPEC's assistance was very helpful.

REMPEC Focal Points were asked whether their country needed further assistance to develop their NCP:

- 10 countries (including 4 of those which have already received assistance) indicated that further assistance was needed;
- 8 countries indicated that no assistance was needed.

Of the 10 countries which indicated that further assistance was needed:

- 5 countries have already requested assistance from REMPEC;
- 5 countries have not yet requested assistance, but intend to do so.

Progress on the development and approval of National Contingency Plans features regularly in REMPEC's reports on its activities, even if REMPEC itself has not been actively involved in the process. Table 7 annexed summarises the action taken on the development of NCPs by Contracting Parties. Table 8 summarises the progress in the development of NCPs. It shows that, although significant progress has been achieved, much work still remains to be done in developing this basic cornerstone for national capabilities, especially concerning the preparedness for and response to pollution by other harmful substances (see also section 6.3).

5.3.2 National Exercises

National exercises are important to test whether the provisions of the NCP are realistic and workable in practice. Responsibility for regularly organising such exercises rests with the competent national authorities. Nevertheless, REMPEC has made itself available to assist countries in the organisation of national exercises upon request:

6 countries indicated that they have sought REMPEC's assistance in organising national exercises. They were asked whether the exercise had demonstrated the effectiveness of their National Contingency Plan:

- 5 countries considered that the exercise was very useful;
- 1 country considered that the exercise was not very helpful.

The countries were asked whether the exercise was well organised by REMPEC:

- 4 correspondents considered that the exercise was very well organised; it worked well;
- 1 correspondent considered that the exercise was quite well organised.

Clearly the aim is that Contracting Parties should become sufficiently proficient to organise their own exercises without REMPEC's assistance:

- in all, 6 countries confirmed that they have gained enough expertise to organise their exercises on their own in future;
- 6 countries indicated that they would continue to need REMPEC's assistance.

5.3.3 National Training Courses and Seminars

The improved knowledge and expertise of national experts is one of the expected results from the national training courses that have been conducted, on request, to assist the development of national capabilities. REMPEC Focal Points were asked whether their country had ever requested **national training courses or seminars** from REMPEC (sub-regional training courses are dealt with under Section 5.5 below):

- 9 countries have requested national training courses or seminars from REMPEC;
- 9 countries have not requested assistance from REMPEC.

One of the expected results of such training courses and seminars is that they should lead to improved knowledge and capability of national personnel. REMPEC Focal Points were asked, in general terms, how effective they thought that the national training courses were in achieving these results:

- 6 countries considered that the training courses are very effective in increasing knowledge;
- 3 countries considered that the training courses are quite effective and that trainees get some benefit;
- no correspondents considered that the training courses are not usually effective.

Focal Points were also asked their opinion on how well organised the training courses are that are run by REMPEC:

- 6 countries considered that the administrative arrangements and course programmes are well prepared;
- 2 countries considered that the arrangements and course programmes are adequate;
- no correspondents considered that the training courses are poorly organised and not well prepared.

Not all training courses are the same. REMPEC Focal Points were asked to make any specific comments about training and the need for new topics. The following points were made:

- it would be helpful if REMPEC could arrange for observers from Contracting Parties to visit countries facing oil spills (eg “Prestige”);
- MARPOL 73/78 inspections;
- chemical shipments;
- international legal instruments, liability and compensation;
- the organisation of land based response and how to involve the private sector;
- management of the length of combat: follow up and clean up;
- methods of sampling and analysis;
- impact of use of dispersants in shallow water;
- final disposal of oily wastes;
- the relevance of oil spill modelling to spill response;
- more knowledge on reception facilities and on liquid and solid wastes generated by ships;
- application of the IMDG Code;
- crisis management;
- more practical training (IMO Level 1?);
- an advanced training course, “train the trainers”, would be useful for strike team leaders.

It should be pointed out that many of the topics listed above are, indeed, already a feature of most of REMPEC’s Level 2 training courses aimed at supervisors and On-Scene Commanders. However, it does serve to illustrate that there is a continuing need to tackle all these subjects in national training courses. It should also be pointed out that one comment was made that MEDIPOL training courses are very useful for training new staff.

Table 9 annexed lists the national training courses organised by REMPEC since its inception.

Training has been one of the most important activities of REMPEC over the past 26 years. Consequently a separate questionnaire has been sent to a representative sample of participants in training courses, as well as organisers of such courses. Chapter 7 details the experience of trainees and organisers.

5.4 specific objective: "To facilitate information exchange on oil pollution"

5.4.1 Regional Information System

The Regional Information System (RIS) is one of the main outputs of REMPEC. It contains information on basic documents (eg legal texts, Recommendations, Principles and Guidelines adopted by the Contracting Parties), directories and inventories, databanks and information services, and operational guidelines and technical documents. REMPEC Focal Points were asked how useful they found the RIS:

- 22 correspondents (69%) considered that the RIS contains valuable information and is an essential tool;
- 10 correspondents (31%) considered that the RIS contains some useful information, but considered that it needs to be expanded;
- no correspondents considered that the RIS is not a useful tool and is never consulted.

Focal Points were asked whether the RIS needs to be expanded and, if so, how. The following points emerged:

- a more user friendly REMPEC website from which to download documents, software, relevant PowerPoint presentations, etc;
- the RIS should contain an inventory of stockpiles from all countries;
- oil dispersant models;
- the RIS should be extended to neighbouring sea areas (e.g. Black Sea);
- information on ports should be included.

REMPEC's activities to maintain and update the RIS are listed in Table 10 annexed.

5.4.2 Periodic Information Bulletins

In addition to the RIS, REMPEC also circulates information bulletins from time to time on matters of interest, e.g. developments outside the Mediterranean region. REMPEC Focal Points were asked how useful they found these bulletins:

- 11 correspondents (37%) considered that the bulletins are very useful; they contain information which would not otherwise be seen;
- 19 correspondents (63%) considered that the bulletins are useful and often contain items of interests;
- no correspondents considered that the bulletins contain little of interest and are not retained.

(The correspondents from one country appear not to know about the periodic information bulletins circulated by REMPEC.)

Table 11 annexed lists the number of times that periodic information bulletins are circulated by REMPEC.

5.4.3 REMPEC Library

The REMPEC Library is being re-organised to make its information more readily available to Contracting Parties. Focal Points were asked whether they knew that they could consult the REMPEC Library:

- 17 correspondents (55%) confirmed that they knew they could consult the library;
- 14 correspondents (45%) did not realise that they could consult the library.

Focal Points were also asked how important it was to be able to consult the information contained in the REMPEC Library.

- 22 correspondents (73%) considered that it is very important to make better use of the information by re-organising the library and making it more accessible;
- 8 correspondents (27%) were of the opinion that although the library may not be consulted frequently, it was still worthwhile to reorganise;
- no correspondents indicated that the REMPEC library was never likely to be of interest to them.

It was suggested that efforts should be made to place more library information on the internet.

5.5 specific objective: “to facilitate training on oil pollution”

As training is such an important activity to enhance the national capabilities, when requested to do so, the issue of **national training courses** has been dealt with under 5.3.3. Although it may be an arbitrary distinction, the specific objective of “facilitating training on oil pollution” for the purposes of this evaluation has been taken to refer only to **regional** and **sub-regional** training courses. As well as increased knowledge and expertise from the training, the regional and sub-regional courses bring together personnel from different States. REMPEC Focal Points were asked how beneficial it was to have the opportunity to share experience and create a personal network with colleagues from outside their own country.

- 33 correspondents (97%) considered that it is very useful to establish links with experts from other countries;
- 1 correspondent (3%) considered that it is quite useful to establish personal links, but not essential;
- no correspondents considered that the establishment of personal links provides little practical value.

The regional and sub-regional training courses are much more expensive to organise than national courses, mainly because of the additional travel and subsistence costs. REMPEC Focal Points were therefore asked whether they thought the extra cost is justified:

- 28 correspondents (85%) were of the opinion that the added value of meeting colleagues from other countries justifies the extra costs;
- 5 correspondents (15%) considered that the extra costs of regional training are not justified.

A list of the regional and sub-regional training courses organised by REMPEC is given in table 12 annexed.

5.6 specific objective: “as a later objective, the possibility of initiating operations to combat oil pollution at the regional level”

This specific objective was added as the final point in the Annex to Resolution 7 adopted in 1976 and reiterated in 1989. It has never been precisely clear what was intended by the Contracting Parties at the time, but it would appear that they envisaged the functioning of REMPEC as an operational centre taking the lead in combating oil pollution incidents at some future date, perhaps in sea areas beyond the jurisdiction of Contracting Parties. This would, of course, remove some of the burden of responding to oil spills from Contracting Parties themselves, but, in order to be effective, it would have been necessary to establish REMPEC with considerable manpower resources and an appropriately large stockpile of combating equipment. In the event, the private sector has established such major stockpiles of equipment and this may have led to the realisation that it would never be practical to designate REMPEC with an operational role. Whatever the reason, no action has ever been taken to implement this specific objective.

6. specific objectives: combating pollution by other harmful substances

REMPEC's activities on pollution by harmful substances other than oil are based on the Annex to Resolution 7 related to the objectives and functions of the Regional Centre adopted by the Contracting Parties on 6 October 1989 (see the logical framework at Annex 4). The format of the specific objectives is the same as those adopted in 1976 and, of course, throughout the 1990s REMPEC's activities continued to focus on oil as well as other harmful substances. The purpose of this chapter is therefore to deal only with those activities and outputs of REMPEC which concern **specifically** other harmful substances.

6.1 SPECIFIC OBJECTIVE: "TO STRENGTHEN THE CAPACITIES OF COASTAL STATES"

6.1.1 Technical advice and assistance

Focal Points were asked whether their country had ever received, at their own request, technical advice and assistance from REMPEC on questions concerning other harmful substances:

- 7 countries answered "yes";
- 11 countries answered "no".

Those countries which had received assistance were asked how helpful the advice had been:

- 5 countries confirmed that the REMPEC advice/assistance was extremely helpful;
- 2 countries indicated that the advice/assistance was useful, but not essential;
- no countries indicated that the advice/assistance received was not very helpful.

6.1.2 Ratification of relevant international conventions

REMPEC encourages coastal States to ratify the relevant international conventions in the field of pollution by other harmful substances. Focal Points were asked whether their country had received support from REMPEC to accede to the relevant conventions:

- 1 country indicated that it had received helpful advice from REMPEC;
- 12 countries said that they would like to receive advice from REMPEC;
- 5 countries confirmed that they did not need advice from REMPEC on this subject.

6.2 specific objective: "to facilitate co-operation to respond to pollution incidents (oil and other harmful substances)"

6.2.1 Mediterranean Assistance Unit for Chemicals

REMPEC is in the process of negotiating to extend the capacity of the Mediterranean Assistance Unit to respond to chemical incidents and is in the process of negotiating a Memorandum of Understanding with BASF Aktiengesellschaft in Ludwigshafen, Germany. This is based on the German Transport Accident Information and Emergency Response System in which numerous German chemical enterprises participate. Through this system, company fire brigades and experts render assistance whilst public departments can request advice over the telephone, practical help from experts and technical equipment from participating companies. The whole is a part of the European chemical industry's International Chemical Environment (ICE) programme launched under the industry's "Responsible Care Initiative".

REMPEC Focal Points were asked how relevant it is to establish a MAU for chemicals:

- 21 correspondents (68%) considered that it is very important to establish an MAU for chemicals;
- 10 correspondents (32%) considered that an MAU would be quite useful and that REMPEC should continue to negotiate;

- no correspondents considered that an MAU for chemicals is not needed.

6.2.2 Links to industry and other international bodies

REMPEC is establishing links with industry on the questions of pollution by other harmful substances. REMPEC Focal Points were asked how useful they think this link is:

- 29 correspondents (88%) considered that it is very important to have close links with industry;
- 4 correspondents (12%) considered that it is useful, but not essential, to have close links with industry;
- no correspondents considered that it is not necessary to have links with the chemicals industry.

REMPEC is also participating in other international fora on chemical pollution, e.g. OECD. Focal Points were asked how relevant it is for REMPEC to participate in these activities:

- 26 correspondents (81%) considered that it is essential for REMPEC to keep up to date and participate in the work of other international bodies;
- 6 correspondents (19%) considered that it is quite useful for REMPEC to participate, but not essential;
- no correspondents considered that it is a waste of time for REMPEC to participate in such bodies.

Table 13 annexed shows the active participation of REMPEC staff, in particular the Chemical Expert, in meetings with the chemical industry and other international bodies concerned with chemical pollution.

6.3 specific objective: “to assist, on request, the development of national capabilities”

The Contracting Parties’ decision to work on other harmful substances implies that National Contingency Plans should be extended, if necessary, to deal with such accidental pollution. REMPEC Focal Points were asked whether their NCP contains procedures for dealing with pollution by other harmful substances:

- 10 countries confirmed that their NCP contains procedures for dealing with pollution by other harmful substances;
- 8 countries indicated that their NCP does not yet deal with pollution by other harmful substances.

Focal Points were asked furthermore whether their country had received assistance from REMPEC to include dealing with pollution by other harmful substances in its NCP:

- no countries indicated that they have received assistance from REMPEC;
- 18 countries confirmed that they have not received such assistance from REMPEC.

Focal Points were asked whether their country needed further assistance to extend its NCP to include pollution by other harmful substances:

- 14 countries indicated that they needed further assistance;
- 4 countries indicated that they did not need such assistance.

Of those countries which indicated that further assistance was needed:

- 2 countries indicated that they had requested assistance from REMPEC;
- 11 countries indicated that they had not yet taken action, but that they intended to request assistance from REMPEC.

6.4 specific objective: “to facilitate: (i) information exchange; (ii) technical co-operation; (iii) training”

6.4.1 Reports and guidelines on chemical issues

REMPEC has produced much technical guidance with the aim of assisting Contracting Parties to respond to pollution incidents from chemicals (e.g. Part D of the RIS; TROCS database). Focal Points were asked how useful is REMPEC's information on chemicals:

- 22 correspondents (71%) indicated that the information is very useful and is an essential tool;
- 9 correspondents (29%) indicated that the information is quite useful, but needs to be expanded;
- no correspondents indicated that the information is not useful.

REMPEC Focal Points were asked whether they thought that the RIS or the TROCS database needed to be expanded and, if so, what suggestions they had. The following points were made:

- more information regarding the **combating** of chemical pollution;
- the database should be updated frequently and expanded in order to take into account new HNS, improvements in their classification (eg new GESAMP hazard profiles), case histories, website links and e-mail addresses;
- there should be more involvement with the petroleum industry and research institutes specialising in these matters.

A summary of the activities undertaken by REMPEC to maintain and update the RIS on chemical issues is at table 14 annexed.

6.4.2 Training courses and seminars

Focal Points were asked whether their country had received national training courses or seminars organised by REMPEC which included training on pollution by chemicals, even if this was a combined course on oil and chemicals:

- 5 countries indicated that they had received national training on chemicals. (Training courses in three countries had combined training on oil and chemicals; two countries had received specific training on chemical spills);
- 13 countries indicated that they had not received national training on pollution by chemicals.

Those countries which had received training were asked whether the training had been effective in increasing knowledge and understanding of how to deal with chemical incidents:

- 2 countries indicated that the training on chemicals was very effective;
- 2 countries indicated that the training was quite effective and the trainees got some benefit;
- 1 country indicated that the training was not very effective and little was learned.

A list of the training courses (national, regional and sub-regional) organised by REMPEC, including at least a component on chemicals, is at table 15 annexed.

7. training

Training, at the national, regional and sub-regional levels, has always been a major activity of REMPEC and, indeed, over 2,160 personnel have passed through training activities organised by the Regional Centre. Consequently the evaluator decided to send a separate questionnaire to a representative sample of participants in REMPEC organised training courses to gauge the effectiveness of these activities. Questionnaires were despatched to all REMPEC Focal Points with an identification of former trainees in each country and replies were received from 22 participants who, between them, had attended a total of 39 courses.

In addition, in order to assess the efficiency and effectiveness of REMPEC, questionnaires were also sent to those individuals and organisations which have organised training courses, seminars or exercises under REMPEC's auspices. 8 replies were received.

7.1 participants in training courses

The participants were asked whether they personally got much value from the training course:

- 18 trainees (82%) indicated that they got very much value from the training course;
- 4 trainees (18%) got some value from the training course;
- no trainees said that they got very little value from the training course.

Former trainees were asked to describe the most important benefits that the training course had given them. The following points were made:

- learned how REMPEC is organised: its roles and tasks;
- very important to learn how to inform the public;
- many trainees made the point that it provides a useful exchange of information and experience with other experts;
- useful to receive written training material;
- the following particular topics were identified: strategy for prevention and response; legal matters; removal of oil from the sea surface; aerial and sea observation; clean-up; press conference; practical exercise; safe practices (especially of chemical hazards of products); environmental consequences; media relations; knowledge on implementation of a contingency plan; the possibility to learn of new techniques, equipment and procedures for combating pollution.

Trainees were also asked to describe any shortcomings or failings of the training course and the following points were made:

- in two courses, one trainee considered that the programme/teachers were not adequate;
- no reflection of actual conditions prevailing in a major or even medium spill and the consequent difficulties in controlling it;
- difficulties for some participants to understand English;
- too heavy a programme with consequent lack of interactive action.

Participants were asked whether the organisational arrangements had worked well:

- all participants (100%) indicated that the organisational arrangements had worked very well;
- no participants indicated that the arrangements worked quite well, but could have been better;
- no participants said that the arrangements did not work well at all.

Former trainees were asked to describe any improvements they thought could be made to the system for making the arrangements for the training course, but no comments were made.

Trainees were asked whether they had to make a report on their return and, if so, to describe to whom the report had been submitted, what happened, etc.:

- 17 trainees (77%) indicated that they had to make a report on the training course;
- 5 trainees (23%) said that they did not have to make a report.

Most trainees had to report to superior officers within their national administration. In one case, a report was published in the national journal of water management.

Former trainees were asked whether they, as an individual, or their organisation had made any changes as a result of the training course:

- 6 trainees confirmed that no changes had been made as a result of the training course but it may be assumed that no changes were made from others who did not answer this question;
- 7 correspondents said that changes had resulted and described the following:
 - the knowledge and experience gained was used in everyday work and for writing articles, lectures and presentations;
 - the new knowledge was transferred to the trainee's working team;
 - proposals were made to supplement the NCP;
 - procedures were modified in accordance with information in the training material (e.g. use of dispersants; an enlarged list of authorities with whom to co-operate);
 - the material provided to seafarers on the requirements of MARPOL and other contingency arrangements were changed;
 - changes were made in methods of shoreline clean up;
 - led to the training of firemen in the provisions of the contingency plan and equipment purchase.

Participants were asked whether, in their opinion, training courses are an effective method of enhancing the response capability of Contracting Parties:

- all trainees (100%) considered that training courses are effective method of enhancing the response capability of Contracting Parties.

Trainees were asked whether they thought that training courses are a cost effective activity or whether the money could be better spent on other activities to achieve the same results:

- all trainees (100%) considered that training courses are a cost effective activity and none considered that the money could be better spent on other activities.

Trainees were asked whether they would recommend other officers from their administration to take part in REMPEC training courses:

- all trainees (100%) would recommend other officers to participate in REMPEC training courses.

Trainees were also asked whether they would participate in other REMPEC training courses, if nominated:

- all trainees (100%) would participate in other REMPEC training courses, if nominated.

REMPEC's regional and sub-regional training courses bring together officials from different Contracting Parties. Trainees were asked whether they believed it is operationally important to develop inter-personal links between Contracting Parties in this way:

- all participants (100%) believe that it is important to develop inter-personal links.

Former participants in training courses were also asked their views on the REMPEC activities in general. They were asked whether, as a professional in the field, they thought it was important to develop a regional (Mediterranean) dimension to responding to accidental marine pollution:

- all trainees (100%) considered that the regional dimension is important.

Former trainees were asked what added value REMPEC brought to the actions in their country. The following comments were made:

- organisation and support for developing the NCP;
- REMPEC provides useful information about Mediterranean countries' response to operational and accidental marine pollution;
- provides an impetus to establish sub-regional co-operation with neighbouring countries;
- provides information which enables guidance and publications to be prepared in national languages;
- is the channel of communication for new knowledge and experience from other people/countries.

Trainees were also asked how REMPEC can best support the actions of Contracting Parties. The following suggestions were made:

- as educational support promoting stricter legislation on pollution and international conventions;
- technical support in crisis situations in cases of emergency;
- to be present during important events, e.g. exercises or seminars, in countries of the Contracting Parties;
- checking the practicalities of proposed NCPs;
- organising further training courses and educational programmes;
- activities to support the new Prevention and Emergency Protocol;
- co-ordinating the purchase of a major equipment vessel whose costs could be shared by several countries.

Former trainees were also asked what, in their view, are the real needs for combating accidental marine pollution. At national level, the following suggestions were made:

- an updated NCP (several trainees);
- strict enforcement of existing legislation dealing with contingency planning for terminals and coastal tankers;
- inspections of vessels and terminals trading with marine pollutants;
- stronger Port State Control procedures;
- external assistance in cases of emergency, especially with neighbouring States;
- more equipment (many trainees).

At regional level, (the Mediterranean), the following suggestions were made:

- support for sub-regional contingency planning;
- ratification of the new Prevention and Emergency Protocol;
- ship modernisation;
- good co-operation between all Contracting Parties.

Finally, trainees were asked to state from their observations and experience how effective overall they considered the action taken through REMPEC:

- 73% of participants considered that REMPEC action is very effective;

- 27% of trainees considered that REMPEC action is quite effective, but could be better;
- none considered that REMPEC action is not very effective.

7.2 organisers of training courses, seminars and exercises

An evaluation questionnaire was sent to the individuals and organisations who have organised training courses, seminars or exercises under the auspices of REMPEC in order to try to gauge the efficiency of the Regional Centre's procedures. In particular, organisers were asked how efficient was the liaison with REMPEC:

- all organisers considered that co-operation with REMPEC was very efficient.

No problems were experienced and there were no suggestions for improving arrangements in future.

Organisers were specifically asked whether the financial procedures worked effectively:

- all organisers considered that the financial procedures did work effectively and none experienced problems.

In order to gauge whether the training courses were reaching the intended target audience, training course organisers were asked whether, in general, the level and experience of the trainees were appropriate for the training course which they ran:

- all organisers considered that, in general, the level and experience of trainees was appropriate for their course.

However, it was noted by two organisers that there could be problems. This was not attributed to REMPEC so much as to the failure of countries to respect REMPEC's requirements regarding trainees' profiles. It was also mentioned that some trainees had difficulties in understanding English sufficiently well to obtain maximum benefit.

Despite criticisms, all organisations would consider organising further training courses on marine pollution for REMPEC if given the opportunity.

Training courses have long been established as an activity intended to improve the capabilities of Contracting Parties to respond to oil spills. Course organisers were asked whether, in their opinion, such training courses are indeed an effective method of improving national capabilities:

- all organisers confirmed that training courses are an effective method of improving national capabilities; none had doubts about the effectiveness of training.

Organisers were also asked whether training courses are a cost effective activity or whether the money could be better spent elsewhere to achieve the same results:

- all organisers considered that training courses are cost effective.

Training course organisers were also asked whether, as professionals in the field, they considered it important to develop a regional (i.e. Mediterranean) dimension to responding to accidental marine pollution:

- all organisers considered that the regional dimension is important.

Training course organisers were also asked to describe the added value which they consider that REMPEC brings. The following points were made:

- REMPEC provides an essential impetus to the "good intentions of Contracting Parties": without REMPEC, much would not be done;
- the regional (Mediterranean) approach is essential and REMPEC plays an important role.
- bringing knowledge and experience of the international dimension to pollution response;

- developing liaison between countries and between agencies within countries; (regional communication between people and institutions);
- REMPEC has been the focus of a strong regional network which has existed for many years.

Training course organisers were also asked what they considered are the real needs for responding to accidental marine pollution in the Mediterranean. The following suggestions were made:

- a stronger national organisational structure, with adequate resources, is needed in many countries;
- more exercises to test both the provisions of NCPs and the framework for regional co-operation;
- developing, and adhering to, effective and realistic response plans/arrangements;
- proper preparation for swift and efficient mobilisation of foreign/regional resources where pollution exceeds national response capability;
- an efficient regional co-operation in order to facilitate the exchange of techniques, equipment and experts;
- more shoreline protection equipment, and training and exercises in the use of such equipment;
- adequate funding for preparation and response matters.

Finally, training course organisers were also asked to state, from their own observations and experience, how effective overall they considered the action taken through REMPEC:

- 5 organisers considered that the action taken through REMPEC is very effective;
- 3 organisers considered that REMPEC action is quite effective but could be better;
- no organisers considered that REMPEC action is not very effective.

8. PROJECT MANAGEMENT

8.1 ADMINISTRATION

In recent years, REMPEC has become increasingly involved in project management activities. That portion of REMPEC's budget which is funded by the Mediterranean Trust Fund is primarily devoted to the payment of REMPEC's staff and office running costs, including travel and subsistence, and financial support for regular meetings (e.g. REMPEC Focal Points). The MTF funding for activities is generally limited to one regional training course per year and occasional national training courses where these have been specifically requested by the countries concerned and approved by the Contracting Parties. In addition, MTF funds are also allocated for assistance in the launching and development of national and sub-regional preparedness and response systems, and for the MAU. In general, national training courses have been financed in recent years from IMO's Technical Co-operation Division funds.

In order to finance the additional activities which REMPEC Focal Points have requested, the Centre has turned increasingly to the European funding mechanisms, notably LIFE and MEDA, to provide funding for the envisaged activities. The procedure is that the REMPEC secretariat works closely with the beneficiary country, prepares the project proposal and undertakes overall project management. To date, REMPEC has been successful in obtaining EU financial support for the following projects:

1. LIFE project: support for the development of a sub-regional system for combating major marine pollution accidents concerning Cyprus, Egypt and Israel.
2. LIFE project: development of national capacities of Cyprus, Egypt and Israel.
3. LIFE project: development of a national system for preparedness for and response to accidental marine pollution in the Syrian Arab Republic.
4. LIFE project: a risk assessment of the ports of Mersin and Iskenderun, Turkey, and associated capacity building for state of readiness to marine pollution.
5. MEDA project: project on port reception facilities in the Mediterranean.

In the case of EU projects, REMPEC is responsible for all the technical details and negotiation with the European Commission. The actual contract with the EU is signed by IMO on behalf of REMPEC. This means that IMO is responsible for regular progress reports to the European Commission and, in particular, is responsible for the Project Financial Report, which is based on REMPEC's report of activities.

There is only one project which has reached a conclusion on all administrative and financial procedures, namely the first sub-regional project involving Cyprus, Egypt and Israel. IMO was responsible for the financial management of the project as it preceded the appointment of REMPEC's Administrator. Unfortunately, there appears to have been no early warning from IMO about the progress of expenditure with the result that, at the end of 2000, the sum of \$180,000 remained unspent which could have been usefully applied to the project.

There has been a further problem in that EU and IMO accounting systems are incompatible. The EU budget is denominated in euros whereas IMO's budget is in US dollars. During the project's life, expenditure is recorded in IMO's accounts in US dollars, which means that, at the end of the project, when financial reports have to be made to Brussels in euros, there can be a substantial loss (or gain) in expenditure depending on the movement of relative exchange rates between the currencies. The only way to avoid such discrepancies arising would be for IMO to establish a separate euro budget chapter for the administration of REMPEC's EU project accounts. At present, IMO works only in two currencies: US dollars and £ sterling; so such a change would require a significant change to IMO's present accounting procedures.

Recommendation 6: It is recommended that IMO should give careful consideration to establishing a separate euro budget chapter for the administration of REMPEC's EU projects in order to eliminate the effect of exchange rate movements, especially as such expenditures are likely to form a major component of REMPEC's budget in future, and also taking account of the Barcelona Convention Contracting Parties' decision to make their future budgets in euros instead of US dollars.

A further complication arises from the difference in accounting procedures between the EU and IMO. For example, EU accounting procedures require expenditure on consultants' fees, travel costs and daily subsistence allowance (DSA) to be separately accounted for. IMO, on the other hand, will lump together the consultants' travel and DSA costs, together with his fees, under a single budget line. Unless this division as required by the EU financial procedures is established from the start of a project, considerable work and effort is required to disentangle the details from IMO's accounts when it has to prepare the Project Financial Report for the European Commission. It is strongly suggested that both REMPEC and IMO Finance Section take the EU requirements into account when setting up the financial procedures for management of EU projects.

Recommendation 7: It is recommended that REMPEC takes the initiative in establishing with IMO Finance Section the procedures for recording project expenditures in accordance with EU budget lines and requirements at the initial stages of project implementation and that IMO takes appropriate action to accommodate the EU requirements within its own budgetary accounting system.

This issue is not academic. It took 18 months for IMO to prepare the Project Financial Report for the close of the first sub-regional contingency planning project to the European Commission's satisfaction. Since a substantial proportion of the project costs is reimbursed with the final payment after satisfactory submission of the project reports, this represents a significant loss of income for IMO.

A brief description of the management of the five projects referred to above is contained in the following paragraphs. In three of the projects, significant problems have arisen from which lessons should be learned for future project management activities.

8.2 LIFE PROJECTS: (1) SUB-REGIONAL SYSTEM FOR COMBATING MAJOR MARINE POLLUTION ACCIDENTS CONCERNING CYPRUS, EGYPT AND ISRAEL AND (2) THE DEVELOPMENT OF NATIONAL CAPACITIES

The process for enhancing sub-regional co-operation between the countries of Cyprus, Egypt and Israel was covered by the LIFE Third Countries Programme and was the first EU project to be taken on by REMPEC. Activities commenced in 1993 and the second project was concluded in 2002.

The project can be regarded as a success story: see the comments of the beneficiary countries which are summarised in section 5.2.3. A full range of activities have been carried out, ranging from the development of a Sub-Regional Contingency Plan, a series of national and regional training courses on specific topics, the execution of three live exercises involving mobilisation of equipment, and an organisational structure represented in regular meetings of the Project Steering Committee and meetings of National Operational Authorities. A full list of the project activities is given in table 5 annexed. Apart from the problem of financial reporting, referred to in section 8.1 above, project management has been effectively and efficiently carried out by REMPEC and the project outputs have clearly benefited the beneficiary countries.

Moreover, the fact that the sub-regional contingency plan prepared and developed under the first project has been used by IMO and UNEP as a model for the development of regional and sub-regional contingency plans in various regional seas including the North Western Pacific, the Red Sea and Gulf of Aden, the Indian Ocean, the Black Sea, the South Asian Sea and the Caspian Sea, should be seen as another proof of the success of this project.

8.3 life project: syria

The LIFE project for the development of a national system in Syria is a three year project which commenced in 2000. It is an ambitious project comprising the development of the National Contingency Plan, local emergency plans for the ports and terminals, a legal framework for the national system, a risk assessment of the two chief terminals, an equipment proposal, training courses, sensitivity mapping and oil spill modelling.

The project commenced well with the development of a draft NCP, national legal framework, risk assessment and equipment proposal being carried out in the year 2000. This was followed by a national training course in 2001 and the development of the local emergency plans in 2002, together with preparations for the sensitivity mapping task. However, there remain several unfulfilled tasks and the EU has rejected an extensive extension of the project. The project duration has been extended by only seven months to 31 December 2003.

The Project Steering Committee (PSC) has been beset with difficulties since the beginning. There has been little continuity in the membership of the PSC, which results in inadequate understanding of the project objective and timetable and gives rise to misunderstandings. For example, on the Syrian side, there was a misunderstanding, at least in the early stages of the project, whereby the “contribution in kind” from the Syrian authorities, expressed in euros, was misconstrued as being a *contribution to* the Syrian authorities to assist them in the conduct of the project. The Syrian authorities also consider that insufficient attention is paid to their opinions in the appointment of external consultants, partly in the belief that sufficiently qualified experts are available in Syria.

It must be acknowledged that REMPEC has had problems with the management of this project, which has led to the slow progress in the completion of some activities referred to above. First, the Syrian authorities were requested to second an officer to REMPEC for two years to assist with the management of the project. Unfortunately, the officer sent did not prove to be very competent or helpful for the management of the project and, in fact, left after only seven months and failed even to return to Syria where he might have been able to assist with project management from the Syrian side. Unfortunately, this coincided with problems in staffing in REMPEC following the departure of the Chemical Expert and the time lag before the appointment of his replacement. In addition, the REMPEC professional officers were heavily engaged with the preparation of the new Prevention and Emergency Protocol, the time demands for which were not envisaged when the LIFE project for Syria was negotiated.

Nevertheless, although it is possible to explain the reasons for the failings in project management, it is clear that there has been insufficient communication between REMPEC and the Syrian authorities. REMPEC has also failed to keep the EU adequately informed through regular progress reports as required by the contract.

8.4 LIFE project: turkey

The LIFE project for strengthening the capacity at two Turkish ports, Mersin and Iskenderun, was originally envisaged as a pilot project which could be replicated in other Mediterranean ports. The project components consisted of data collection, risk assessment, recommendations for appropriate response equipment, the development of local contingency plans, and training, including a “train the trainers” component for both ports. The project duration was for 36 months, being split into two phases of 20 months and 16 months respectively.

As is their custom, REMPEC worked closely with the appropriate Turkish authorities on the development of the project proposal. It should be recorded that the Turkish authorities have nothing but the highest praise for REMPEC in its preparation of the project and its subsequent project management.

Nevertheless, problems have arisen in implementation. Unfortunately, the first phase of the project was not completed within the 20 months time span and, although the project outputs have since been delivered by the consultant, because they were not delivered on time the EU has cancelled the second phase of the project. This has required REMPEC to submit a new application to the European Commission for completion of the project and, although this is apparently likely to be approved, it has inevitably led to delays in project implementation.

The problem appears to have arisen because the chosen consultant was probably too large a company to manage what is a relatively small project. The reason cited for failure to complete the task on time was holiday time(!) and difficulties with data collection, although there also appears to have been inadequate input from the external project managers. It is clearly not REMPEC’s fault if a contracted consultant fails to comply with the terms of his contract but, at the end of the day, it is REMPEC which bears the responsibility for successful implementation. Management of this particular project may have been unfortunate, but it demonstrates the importance of the selection of consultants with the expertise and resources appropriate to the size and objectives of the project.

8.5 meda project: port reception facilities

The MEDA project on port reception facilities was submitted by REMPEC to the European Mediterranean Partnership Funding Mechanism in 1997 following the adoption of the MAP Phase II adopted in 1995, which included *inter alia* a component on the prevention of pollution of the marine environment from ships. In particular, MAP Phase II mandated REMPEC to assist in the design and implementation of projects related to the establishment and operation of port reception facilities.

The gestation of this project took a long time; four years from the submission in 1997 to the signing of the agreement between the European Commission and IMO in 2001. The primary reason for the delay was that the

EC asked for many changes to be made in the project proposals and budget. In addition, internal delays and internal restructuring within the Commission also contributed to the delay.

The project will attempt to define optimum solutions for 55 Mediterranean ports. The first phase will consist of an assessment of the situation and identification of the needs; it will provide advice on design and technical guidance for port reception facilities and it will propose optimum solutions but excluding consideration of financial aspects. The project will conclude with a regional seminar. Actual implementation of the project started in February 2002 and will now end in December 2004, following an extension of the life of the project from two to three years.

Because of the constitution of MEDA, the project will cover only 10 Mediterranean countries which are Contracting Parties to the Barcelona Convention. The MEDA project does not cover a further five Contracting Parties: Albania, Croatia, Bosnia and Herzegovina, Slovenia and Libya; nor does it cover the four EU Member States (France, Greece, Italy and Spain).

Once again, the delay in the commencement of the project is not REMPEC's fault. However, the lack of personnel in the REMPEC secretariat, and their need to concentrate on the core activities of the Centre, necessarily meant that REMPEC could not push progress on the project as much as could have been desired. Management of the project now is facilitated by the fact that a Programme Officer responsible for Prevention has been engaged by the Centre and by the fact that a Technical Assistant, graded P3, is financed from the project and thus is able to provide the necessary communication between appointed consultants and REMPEC Focal Points. This post is due to expire in December 2004.

8.6 conclusions and recommendations

External funding for REMPEC's activities already amounts to between 40-50% of the budget. In order to avoid increasing the burden on Contracting Parties and the Mediterranean Trust Fund, it is likely that external funding for activities will become an increasingly important feature of REMPEC's budget – indeed, if a strategy is adopted to implement the new Prevention and Emergency Protocol, it will be vital to secure additional external funds to implement the activities.

However, it is evident from the increased workload that the Centre has taken upon itself in recent years that its human resources are fully stretched to cope with its core activities as requested by Focal Points and Contracting Parties. If REMPEC is to fulfil its project management duties efficiently, it will be important to ensure that adequate manpower resources within REMPEC itself are provided for in project budgets. This does not necessarily mean that individuals have to be appointed to manage a single project; it could be envisaged that officers could be responsible for the day to day management of a number of projects. Furthermore, the routine management functions should be capable of being performed by a junior programme officer, provided that he/she is given appropriate supervision by one of the senior technical and professional staff members.

REMPEC has been quite successful in attracting external funding for its activities, but it could be envisaged that further financial support, especially from the European Union, could be forthcoming especially if the Director were to play a more pro-active role in attracting funds. This should not be seen as a criticism of either the present incumbent or his predecessor. Indeed, the problems with the management of existing projects, as described above, indicate that REMPEC is already handling as many projects as it can reasonably manage with its present human resource base. However, it is clear from the "needs" expressed by delegations at meetings of REMPEC Focal Points that there is an urgency from a number of Contracting Parties to enhance their national capabilities with the support of external financing.

If REMPEC is to improve its management of external projects and, indeed, obtain additional funding for new projects to meet the needs of Contracting Parties, consideration should be given to the following recommendations.

Recommendation 8: It is recommended that REMPEC should build in to its proposed project documents for external funding the need (and costs) to provide for adequate in-house staff to support the day-to-day management of the project.

Recommendation 9: It is recommended that the EU Focal Point should convene a meeting between the Director of REMPEC and senior officials in the EU funding mechanisms (LIFE and MEDA) in order to enhance the identification of projects which will meet the Mediterranean

(REMPEC's) needs and also the objectives of the respective EU programmes in the most effective way.

Recommendation 10: It is recommended that the Director of REMPEC and the responsible officials for the EU funding mechanisms should discuss the most appropriate way in which to ensure that those countries which are not covered by the MEDA partnership are included in Mediterranean wide projects.

For example, it could be envisaged that whenever a MEDA project is approved, it would automatically trigger a LIFE project for the five developing countries not covered by MEDA.

9. implementation of project activities

In accordance with UNEP funding procedures, REMPEC has to translate the decisions of the Meetings of the Contracting Parties into a “project document”. For the period under review there have been five project periods as follows:

- 1976-1989 (ROCC)
- 1990-1995*
- 1994-1997
- 1998-1999
- 2000-2001

At the close of each period, REMPEC has to prepare a Terminal Report. Among other things, this assesses the degree of achievement of project objectives. These Terminal Reports form the basis for this part of the evaluation (task 3 of the job description).

9.1 period 1976-1989

Comparing the results achieved with the identified needs and expected results of the project at its inception, the project components related to information, training and emergency preparedness fully met the objectives set up by the project. However, due to scanty information received from some countries, in particular during the initial phase of the project, data and information collected and disseminated was not fully comprehensive, in particular during its initial phase.

The component related to contingency planning met the identified needs only to a certain extent, when comparing the number of NCPs prepared with the assistance of the project. However, it should be borne in mind that assistance with the preparation of NCPs is provided “by request” only. Nevertheless, the large number of countries without relevant contingency plans at the end of the project period was acknowledged by ROCC as being a substantial variance with project needs.

Issues related to marine pollution caused by harmful substances other than oil were only introduced to the work plan of ROCC in 1987. ROCC acknowledged that activities related to harmful substances other than oil were not implemented during the earlier phase of the project. Indeed, owing to the long duration of the project, because of continuing extensions to the project period, new needs and objectives were identified and defined only during the final phases. It was acknowledged that full achievement for implementation would be needed and taken into account in subsequent project periods.

Taken altogether, and in comparison with the expenditures incurred, it might be evaluated that the project objectives altogether were met with a high degree of approximately 90-95%.

9.2 period 1990-1995

Comparing the outputs envisaged for this period with the outputs actually produced, it should be noted that the following outputs envisaged by the Project Document and by its related revisions were not produced:

- (a) Training; MEDIPOL 1990 training, two training courses: one in 1991 and the second in 1992;
- (b) Follow-up activities on the establishment of port reception facilities; and
- (c) Assistance to countries within coastal zone management and participation in CAMP projects.

The reasons why the training activities were not implemented is because the funds needed for their implementation were not allocated. Similarly, funds for the follow-up activities on port reception facilities were

* **Note:** The initial duration of the Project has been defined by the Project document as January 1990 -December 1991. The Project Revision No. 6, approved on February 29, 1992 extended the project duration to end December 1993, in accordance with the conclusions of the Seventh OMCPs, held in 1991 in Cairo. Finally, the Project Revision No. 11, approved on September 29, 1995, extended the duration of the Project to end January, 1995, due to accounting purposes only, all Project activities being completed by the end of 1993.

not secured from external sources. The activities related to coastal zone management were implemented only symbolically due to the lack of practical experience related to the role and importance of REMPEEC-related topics as a component of integrated coastal management. Furthermore, this activity was also handicapped by limitation on funds.

9.3 period 1994-1997

Comparing the Project Document and its revisions with the progress reports and actual outputs, the following activities (or parts of activities) were not implemented:

- prevention of the marine environment by ships;
- Euro-Mediterranean co-operation; part of the activities envisaged by the 1997 Workplan.

Implementation of the entire activity related to the prevention of pollution of the marine environment by ships was postponed due to lack of funds.

REMPEEC started preparation on work connected with the Euro-Mediterranean partnership in 1996 and, at the beginning of 1997, completed two project proposals which were duly submitted to the EC for approval. One of these referred to preparedness and response to accidental marine pollution and included three components (training, sensitivity mapping/spill modelling, and emergency towage/salvage). This project was not approved. A second project concerning port reception facilities was subsequently approved, but its implementation was postponed by the donor agency.

Part of the activities envisaged by the 1997 Workplan could not be completed due to the short period between the adoption of the Workplan and the completion of the project period. Moreover, the limited professional resources of the Centre and the heavy commitments in implementation of the Centre's core activities, together with technical problems in some cases (e.g. no requests and specific problems in countries, slow response of organisations to be involved, etc) also contributed to the lack of progress.

9.4 period 1998-1999

Comparing the Project Document and its revisions with the progress reports and actual outputs, the following activities (or parts of activities) were not implemented:

- prevention of pollution of the marine environment by ships;
- Euro-Mediterranean co-operation;
- coastal area management activities other than CAMP for SFAX.

Again, implementation of the entire activity on the prevention of pollution by ships was postponed due to lack of funds.

The project on port reception facilities in the Mediterranean was technically approved by the Euro-Mediterranean partnership (MEDA) but the relevant funds were not made available by the EC.

No requests were presented to the Centre from countries for inclusion in new coastal area management programme activities.

9.5 period 2000-2001

During this period, no funds could be secured for the implementation of the activity related to prevention of pollution of the marine environment by ships. The project on reception facilities in the Mediterranean region under the MEDA programme was finally approved and the contract was signed on 4 December 2001. The relevant funds for the project were made available only in 2002.

No activities were carried out in the field of coastal area management since no funds were secured. None of the countries benefiting from CAMP projects requested inclusion of marine pollution preparedness and response activity in such proposals.

Due to the political situation in the South-Eastern Mediterranean, the meeting of the National Operational Authorities of Cyprus, Israel and Egypt (envisaged under the relevant LIFE programme) was postponed to the year 2002. For the same reason, it was not possible to facilitate the participation of the Palestinian Authority representatives in these activities.

9.6 OVERall assessment of project implementation

The tables annexed to this report summarise most of the activities carried out by REMPEC and its staff during the period under review. Overall, they confirm a high degree of project implementation compared with envisaged project outputs. It is difficult to be precise about the yardstick for measuring implementation (percentage of budget spent ?, number of activities ?) but in general terms an implementation rate of 90-95% does not seem to be an unreasonable assessment. This should be regarded as very satisfactory. The reasons for variance with the original project objectives are described above. In all cases, the reasons are outside the control of REMPEC.

10. implementation of the budget

10.1 REMPEC'S financial basis and financial management

The REMPEC budget is approved on a biennial basis by the Contracting Parties in their Ordinary Meeting in the autumn prior to the commencement of the following biennium. IMO is responsible for the administration of the Centre and accordingly submits to UNEP regular project expenditure accounts.

The process is for the Director of REMPEC to present the first proposal for the budget for the following biennium to the meeting of REMPEC Focal Points for discussion and approval. This discussion focuses mainly on the substance of the proposed activities, but usually includes consideration of the financial implications.

The budget proposals are then submitted to the biennial meeting of MAP Focal Points, usually held in September prior to the commencement of the biennium. It is the responsibility of the MAP Focal Points to scrutinise the budgets of REMPEC and the other MAP/RACs although formal adoption of the budget is taken at the Ordinary Meetings of the Contracting Parties.

Following the meeting of the Contracting Parties, REMPEC, in co-operation with MEDU and IMO, prepares a Project Document which has to be approved by UNEP Headquarters at Nairobi and is subsequently signed by UNEP and IMO. The Project Document is essentially a financial and administrative document used for internal management purposes and is not seen by the Contracting Parties. Although UNEP Headquarters has the responsibility to approve the Project Document, it cannot affect the substance, especially regarding the budget, once it has been approved by the Contracting Parties.

The Mediterranean Co-ordinating Unit at Athens administers the budgets of all MAP/RACs except REMPEC. When REMPEC was established in 1976, responsibility for the administration of the Centre was given to IMO, which accordingly submits project expenditure accounts to UNEP headquarters, Nairobi.

IMO and UNEP each take 6½% (13% in total) from the approved MTF budget relative to REMPEC as their project support costs and have done so since the inception of ROCC. Since 2000, IMO has effectively "returned" half of the salary costs of the Administrator (see below), although technically this is paid out of the IMO General Fund. This decision reflects the reduced amount of administration carried out by IMO following the Administrator's appointment and the delegation of responsibility for the day to day financial management to REMPEC.

By comparison, UNEP HQ also levies a 13% charge on the non-REMPEC component of the MAP budget as its project support costs. However, out of its - admittedly much larger - receipts of \$882,150, UNEP pays the full salary and support costs of the MEDU Administrator/Fund Manager (P4) and eight G grade assistants.

The question therefore arises as to whether 13% project support costs is still a fair and equitable proportion of the MTF budget to be taken by IMO and UNEP given the increasing financial management undertaken by REMPEC. It is also a relevant consideration in the light of the Director's request for the reclassification of the post of the Administrator from G7 to P1 and for a new post of Assistant to the Administrator (see Recommendation 1).

Recommendation 11: It is recommended that the Co-ordinator of the MAP and the Director of REMPEC should discuss with UNEP HQ in Nairobi and the IMO Director of Administration the possibility of either reducing their combined level of project support costs from the current 13% or of making a further contribution towards REMPEC's financial administration costs.

The salaries and related personnel costs of the permanent staff of REMPEC are borne on the Mediterranean Trust Fund (MTF). There is one exception to this rule: half the costs of the Administrator's salary are borne on the MTF and the remaining half is covered by IMO out of its 6½% project support costs. The Government of Malta makes a contribution in kind by providing the premises for REMPEC. The French oil industry pays for the costs associated with the secondment of a junior engineer and Italy supports the secondment of a junior programme officer. However, it should be noted that these are not permanent posts and the external support could be withdrawn.

At present, the Director of REMPEC has delegated authority to sign contracts up to the value of \$10,000. Above \$10,000, approval has to be obtained from IMO and justification for REMPEC's choice of consultant, including the consideration of alternatives, has to be considered by the IMO Panel on Contracts. The procedures are established by IMO to ensure safeguards against favouritism and financial mismanagement. Nevertheless, the procedures are rather bureaucratic and often lead to delays in the appointment of consultants and the commencement of project activities compared with the original timetable. In order to improve the efficiency of these procedures, it is suggested that the level of the Director's autonomy to make decisions without reference to IMO should be increased to \$30,000.

Recommendation 12: It is recommended that the Director of REMPEC should discuss with the IMO Director of Administration the possibility of increasing the level of authority for the Director of REMPEC to make contract decisions without prior reference to IMO. It is suggested that a limit of \$30,000 might be appropriate.

A full evaluation of the financial controls is contained in the accompanying auditor's report. Briefly, REMPEC submits monthly financial statements to IMO and quarterly financial reports. These quarterly financial reports are incorporated in quarterly reports prepared by IMO on all its UNEP activities (of which REMPEC is by far the largest).

Both IMO Finance Section and MEDU confirm that there are no problems with REMPEC's financial administration. Financial management is generally within budget (see figure 10.2). Although the financial procedures appear to be working smoothly and efficiently, inevitably mistakes are occasionally made both in London and in Malta. It appears to the evaluator that the significance of these mistakes is sometimes magnified by both IMO and REMPEC depending on where the mistake has arisen. It is suggested that the procedures would work more smoothly and with less aggravation if there was greater communication between REMPEC and IMO's Finance Section. Furthermore, there are certain gaps in the flow of information between the various centres which are involved. The following recommendations are made in order to improve overall financial management.

Recommendation 13: It is recommended that REMPEC should submit its monthly and quarterly financial reports to IMO in electronic format in addition to the present hard copy paper format.

Recommendation 14: It is recommended that REMPEC should send a copy of the monthly and quarterly financial reports that it makes to IMO to the Fund/Administrative Officer at MEDU.

Recommendation 15: It is recommended that, before submitting quarterly reports to UNEP in Nairobi, IMO should send a draft copy to REMPEC for verification of the REMPEC figures.

Recommendation 16: It is recommended that IMO should automatically send copies of the quarterly financial reports it sends to UNEP Headquarters in Nairobi to both the Director of REMPEC and to MEDU.

10.2 DISBURSEMENT OF THE MTF BUDGET

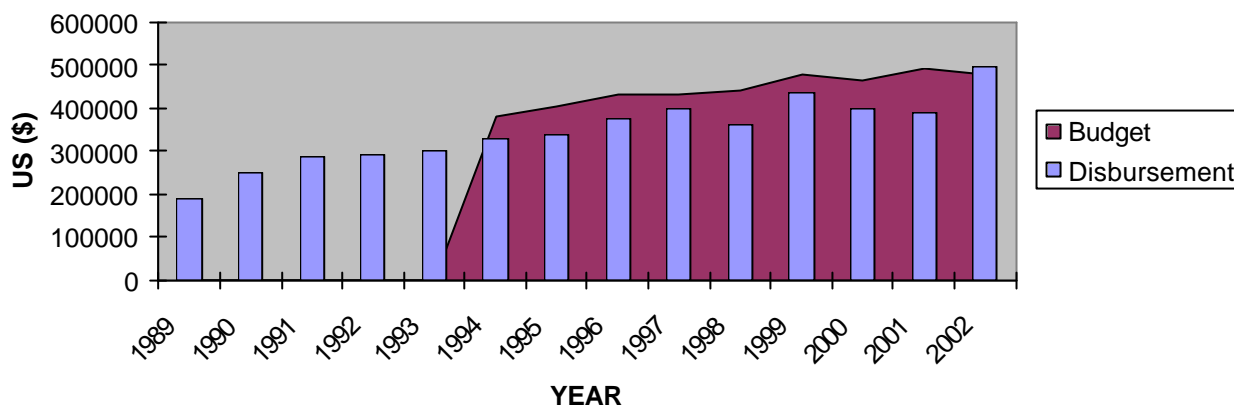
The MTF contribution accounts for about half of REMPEC's total budget. The primary purpose of the MTF contribution is to cover REMPEC's staff costs, but it also covers regular meeting expenses (e.g. the meetings of Focal Points) and REMPEC's travel and subsistence costs. It also includes some project activities which are approved by the REMPEC Focal Points. A breakdown of REMPEC expenditure on staff costs as a proportion of the budget is shown in figure 10.1.

Figure 10.1: Budget and disbursement of staff costs

Project Title	Year	Budget	Disbursement	Balance on Allocation
ME/5102-76-06	1989	n/a	189,238	
FP/ME/CA/5102-89-02	1990	n/a	249,075	
FP/ME/CA/5102-89-02	1991	n/a	286,157	
FP/ME/CA/5102-89-02	1992	n/a	289,798	
FP/ME/CA/5102-89-02	1993	n/a	301,540	
ME/RA/0401-94-10	1994	381,000	328,729	52,271
ME/RA/0401-94-10	1995	402,000	338,826	63,174
ME/RA/0401-94-10	1996	430,000	374,143	55,857

ME/RA/0401-94-10	1997	432,000	399,696	32,304
ME/RA/0401-94-10	1998	443,000	361,124	81,876
ME/XM/1100-98-05	1999	476,000	436,741	39,259
ME/XM/6030-00-11	2000	462,000	396,761	65,239
ME/XM/6030-00-11	2001	494,000	388,417	105,583
ME/XM/6030-00-11	2002	476,173	498,237	-22,064
		3,996,173	4,838,482	473,499

BUDGET Vs PERSONNEL COSTS



It should be pointed out that the MTF does not cover all REMPEC's staff costs (see section 10.1 and Appendix 3 for further details).

The remaining half of the budget is funding from external sources, notably the European Union (EU) and IMO, for project activities. In particular, EU support through its LIFE Programme and the European Mediterranean assistance programme (MEDA), currently account for over 40% of REMPEC's total budget, although the proportion varies according to which projects are under way.

The budgets for carrying out REMPEC's activities are approved at the biennial Ordinary Meetings of the Contracting Parties for the ensuing biennium. However, as noted in chapter 9, UNEP continually made extensions to the project period in the early years and it is only since 1998 that the respective Project Documents reflect the biennial period approved by the Contracting Parties. One consequence of this was that the budget was constantly amended to reflect variances such as the prolongation of the project period. For example:

- 26 project revisions were approved during the period 1976-1989;
- 12 project revisions were approved during the period 1990-1995;
- 8 project revisions were approved during the period 1994-1997.

Figure 10.2 shows the MTF budget approved by Contracting Parties and actual expenditure.

Figure 10.2: Budget and total expenditure

Year	Budget	Disbursement	ULO*	Support Cost (IMO)	Expenditure	Delivery Rate	Balance on Allocation
1989	424,000	322,949	13,375	0	336,324	79%	87,676
1990	465,000	360,101	25,551	0	385,652	83%	79,348
1991	552,500	425,864	32,888	29,819	488,571	88%	63,929
1992	532,000	420,628	41,373	30,030	492,031	92%	39,969
1993	481,000	362,108	19,811	24,825	406,744	85%	74,256

1994	612,000	477,736	15,985	32,092	525,813	86%	86,187
1995	822,000	506,956	11,686	33,712	552,354	67%	269,646
1996	983,080	608,072	4,169	39,796	652,037	66%	331,043
1997	1,011,600	741,273	61,478	52,179	854,930	85%	156,670
1998	736,500	598,969	0	38,933	637,902	87%	98,598
1999	854,307	602,878	142,402	48,443	793,723	93%	60,584
2000	762,000	570,513	41,531	39,783	651,827	86%	110,173
2001	875,956	624,013	153,212	50,520	827,745	94%	48,211
2002	969,503	695,345	31,315	47,233	773,893	80%	195,610
	10,081,446	7,317,405	594,776	467,363	8,379,544		1,701,902

*Unliquidated obligations (i.e. a commitment to spend money)

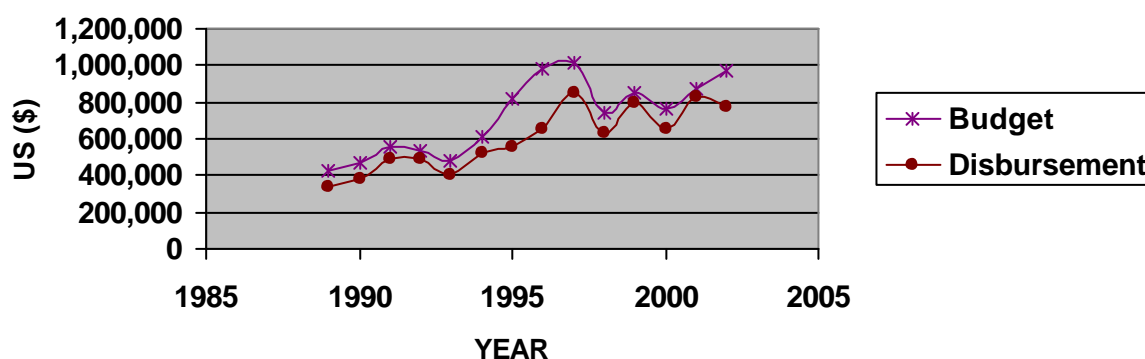
Figure 10.2 shows a remarkably close correlation between the budget approved by the Contracting Parties and actual disbursement. It also shows a generally high delivery rate with actual expenditure usually ranging between 85% and 94%. The financial controls exerted by IMO in the release of cash to REMPEC ensures that REMPEC does not exceed its budget allocations. However, an important yardstick of the efficiency of an organisation is its ability to spend the resources which have been allocated to it for the purposes which have been approved.

In fact, figure 10.2 masks a higher delivery rate than is apparent. This is because, as part of UN standard procedures, the budgets on staff costs must take account of all possible eventualities (e.g. repatriation of staff members unexpectedly). This automatically builds into the budget a margin of safety which means that it is never likely for the approved budget to be spent in its entirety.

Figure 10.2 also shows that there was less success in managing the budget in the mid-1990s. This was primarily due to an unsatisfactory financial situation within the MTF because some countries were not contributing their pledged amounts. In other words, the money approved at the meeting of Contracting Parties was not there to be spent on the activities for which it had been allocated. Indeed, the situation was so serious that REMPEC staff were reduced to six monthly contracts. Usually the pledged contributions arrived at the end of the biennium period, but this was too late to be used for the purposes for which the budget had been approved. The current Co-ordinator of the MAP has worked hard with Contracting Parties to improve this situation, with the result that it is now easier to plan activities in the knowledge that the allocated funds will probably be made available in good time.

The question arises in this evaluation as to whether the budget allocations are commensurate with the envisaged tasks. It should be stressed that this evaluator has not carried out a detailed financial audit of REMPEC. However, apart from the recommendations concerning additional staff posts (Recommendations 1 and 2), the budgets would seem to be appropriate for the tasks envisaged. However, it should be emphasised that with the adoption of the new Prevention and Emergency Protocol new activities will fall upon REMPEC and it will be important that the Contracting Parties make available sufficient funds within the MTF budget. Not all the additional activities are likely to be covered by project funds from external sources, although at this stage it is not possible to quantify additional costs precisely since this will be dependent on the adoption of the implementation strategy and the associated workplan.

BUDGET Vs TOTAL EXPENDITURE



11. conclusions and recommendations

11.1 conclusions

The objective of this chapter is to draw some conclusions about REMPEC's activities in the field of accidental marine pollution as measured by the key yardsticks of the evaluation:

- the fulfilment of REMPEC's mandate, as approved by the Contracting Parties;
- the relevance of the objectives;
- the efficiency, effectiveness, utility and sustainability of REMPEC's activities.

11.1.1 The Mandate of REMPEC

The mandate of REMPEC is effectively defined by the Annex to Resolution 7, adopted at the Conference of Plenipotentiaries in Barcelona in February 1976, as amended by the subsequent Annex adopted at the Sixth Ordinary Meeting of the Contracting Parties in Athens in October 1989. These Annexes specified the objectives and functions of the Regional Centre. The specific activities carried out by REMPEC have been analysed to see how they fit in to the general and specific objectives of the Emergency Protocol adopted in 1976 and are set out in tabular form in Annexes 2, 3 and 4. The objective of this section is to evaluate the extent to which, in general terms, REMPEC has fulfilled its mandate, in particular in the eyes of the Contracting Parties who are its "clients".

In broad terms, the overall mandate of REMPEC could be said to be to "establish a framework of co-operation" within the Mediterranean for combating accidental marine pollution. By this yardstick, the fact that 68% of correspondents consider that significant progress has been made towards creating an effective framework for co-operation and that a further 26% consider that it has indeed already been established, is a significant endorsement that REMPEC is fulfilling the general objective of its mandate.

Furthermore, it is necessary to consider the role of REMPEC itself in fulfilling this objective and it is significant that 80% of correspondents consider that REMPEC has been a "very significant force" in creating a Mediterranean framework for co-operation; the remaining 20% consider that REMPEC has had some impact on developing this co-operation.

One expected result from the objective of facilitating co-operation is the establishment of a network of regional focal points to facilitate co-operation. It should be noted that 94% of correspondents consider that the established network of REMPEC Focal Points is essential for regional co-operation and that REMPEC has been instrumental in establishing it.

Another specific objective of REMPEC's mandate is to facilitate information exchange on oil and chemical pollution. This is achieved essentially through the Regional Information System (RIS). 69% of correspondents consider that the RIS contains valuable information and is an essential tool; the remaining 31% consider that it contains some useful information but needs to be expanded. As regards the TROCS database and the information for responding to pollution incidents from chemicals in Part D of the RIS, 71% of correspondents indicated that the information is very useful and is an essential tool; the remaining 29% considered that the information is quite useful, but needs to be expanded.

Another important element in REMPEC's mandate is the provision of technical advice and assistance in cases of emergency. 12 countries acknowledge that they have received such advice in relation to oil pollution incidents and seven have received it for pollution from other harmful substances. Approximately three-quarters of the countries considered that the REMPEC advice/assistance which they received was "extremely helpful"; the remaining countries consider that the assistance/advice was useful, but not essential.

11.1.2 Relevance

The **relevance** of the REMPEC mandate is the extent to which its *general and specific objectives* are pertinent in relation to the evolving needs and priorities at both national and regional level.

If the general objective of REMPEC's mandate is to establish a framework for regional co-operation, the most important specific objective to meet this overall goal is to strengthen the capacities of Coastal States. REMPEC Focal Points were asked whether this objective is still relevant in 2003. All 33 correspondents (100%) who completed the questionnaire consider that it is still necessary to strengthen the capacities of coastal States and that REMPEC's ongoing activities in this respect are essential. This finding supports the conclusion already mentioned that 94% of correspondents consider that the established network of Focal Points is essential for regional co-operation and that REMPEC has been instrumental in establishing it.

It is apparent from the information gathered in this evaluation that the process of developing bilateral or sub-regional mechanisms for establishing closer co-operation between neighbouring States is a process which REMPEC initiated in the early 1990s and is a goal which is aspired to by those States that are not at present members of such arrangements. It is clear from the responses of the six countries that are at present members of sub-regional mechanisms that these activities have been very relevant for meeting their own needs:

- they have brought a closer understanding of their neighbours' capacities;
- they found the process of developing the sub-regional mechanisms helpful for assessing their own national procedures;
- they would turn to the provisions of the sub-regional plan to obtain assistance;
- and all countries stated that REMPEC had been vital in instigating and supporting the development of the sub-regional mechanisms.

Training courses and seminars at the national, sub-regional and regional levels have been a major activity of REMPEC over the years, with the objective of improving the knowledge and expertise of national experts and thus developing national capabilities. The relevance of this activity is shown by the fact that nine countries have specifically requested national training courses or seminars from REMPEC on oil pollution matters while five countries have received national training on chemicals (in three cases being part of a combined course on oil and other hazardous substances). In addition, most Contracting Parties have benefited by sending their national experts to the sub-regional and regional training events organised by REMPEC. Two-thirds of the countries which received national training courses considered that they were "very effective" in increasing knowledge, while the remainder considered that the courses were quite effective and that the trainees got some benefit.

A further yardstick of the relevance of the training activities to the needs of Contracting Parties is the degree of satisfaction gained by the trainees. 82% indicated that they got "very much value" from the training course, whereas the remaining 18% got some value. A further indication of the relevance of the training courses is the fact that approximately one third of the trainees initiated changes of one sort or another as a result of the training which they had received.

11.1.3 Efficiency

The yardstick of **efficiency** includes the way in which REMPEC has carried out its activities, as well as how economically the various inputs (in terms of personnel and budget) have been converted to outputs and results. The evaluation sheds light on the efficiency of REMPEC in a number of its activities.

The participants in sub-regional contingency plans were asked how efficient REMPEC was in organising meetings and events. All six countries concerned considered that REMPEC was very efficient in this respect.

REMPEC has organised a number of bilateral or multilateral exercises, both alert exercises and exercises involving the mobilisation of equipment between countries. Focal Points were asked whether the exercise was well organised by REMPEC. Approximately half the correspondents considered that the exercise was "very well organised"; the remainder considered that the exercise was "quite well organised". Furthermore, six countries have sought REMPEC's assistance in organising national exercises. Four countries confirmed that the exercise was very well organised and worked well, while a fifth country considered that the exercise was quite well organised by REMPEC.

As training is a major activity of REMPEC it is important to know how efficiently it organises these events. At the national level, six of the nine countries which received national training courses from REMPEC considered that the administrative arrangements and course programmes were well prepared, while two countries considered that the arrangements and programmes were "adequate". The view of the trainees themselves are also relevant.

All the participants who responded to the trainees' questionnaire indicated that the organisational arrangements for the course which they had attended worked very well. Similarly, all the organisers of training events considered that co-operation with REMPEC was very efficient; the financial procedures worked effectively and none had experienced problems.

It is difficult to measure cost effectiveness in any meaningful way as regards REMPEC's activities. However, it is a fact that sub-regional or regional training courses are much more expensive to run than national training courses, because of the additional travel and subsistence costs of bringing participants from all over the Mediterranean region to a single place. Focal Points, trainees and trainers were therefore asked how important they considered the Mediterranean dimension in training and whether the extra costs were justified.

Among the Focal Points, 97% considered that it is very useful to establish links with experts from other countries in training activities. 85% were of the opinion that the added value of meeting colleagues from other countries justified the extra costs, whereas 15% considered that the extra costs of regional training are not justified. Among the trainees, all trainees considered that the regional dimension is important. Furthermore all trainees considered that training courses were an effective activity and none considered that the money could be better spent on other activities. The organisers of training courses also considered that they are a cost effective activity and that the regional dimension is important.

It is also necessary to consider the efficiency of REMPEC in its project management activities. On the one hand, the Turkish authorities have nothing but the highest praise for REMPEC in its preparation of the LIFE project and its subsequent project management, despite the difficulties which the project ran into. On the other hand, there have clearly been problems with the management of the Syrian LIFE project, including misunderstandings between REMPEC and the Syrian authorities, for which REMPEC must bear at least part of the blame, even if the reasons for this failing can be identified. The primary reason for REMPEC's shortcomings in the efficiency of its project management boils down at the end of the day to a lack of adequate staff resources, whose priority must always be to focus on REMPEC's core activities. Proposals for avoiding this situation in future are contained in Recommendation 8.

Overall, the efficiency of REMPEC in delivering its project outputs by comparison with its planned activities shows a high degree of success. Throughout the different phases of its activities, REMPEC has consistently achieved an implementation rate of 90-95%. In those instances where planned outputs and activities have not been achieved, the reason has always been beyond REMPEC's control (see chapter 9).

11.1.4 Effectiveness

The yardstick of **effectiveness** is a measure of how REMPEC's activities have contributed to achieving the specific and general objectives.

The first test is how effective REMPEC has been in steering Contracting Parties towards achieving the overall objective of establishing a framework for co-operation. Reference has already been made (section 11.1.1) to the fact that 68% of Focal Points consider that significant progress has been made, while 26% consider that an effective framework for co-operation has in fact been established. Furthermore, 80% of correspondents acknowledge that REMPEC has been a very significant force in creating this Mediterranean framework for co-operation.

In 1993 it was decided to establish a Mediterranean Assistance Unit (MAU) for oil and chemicals. REMPEC is now in the course of negotiations to include BASF among the centres of expertise for chemical accidents. However, only 21% of correspondents confirmed that they knew sufficient to obtain assistance from the MAU if they needed it; 79% stated that REMPEC could usefully provide more information about the MAU.

Recommendation 17: It is recommended that REMPEC take action to provide more information about the MAU to Focal Points and to include the procedures for obtaining assistance in the REMPEC website.

REMPEC encourages coastal States to ratify the relevant international conventions in the field of oil pollution prevention and response, civil liability and compensation and the comparable instruments dealing with pollution by hazardous and noxious substances. Four countries have received helpful advice from REMPEC in oil pollution matters, while one country has received helpful advice on chemical issues. However, an important conclusion to emerge is the number of countries which have indicated that they would like to receive advice

from REMPEC: nine countries in the case of oil pollution conventions and 12 countries with regard to the field of other harmful substances.

Recommendation 18: It is recommended that REMPEC take a more proactive role than in the past in assisting Contracting Parties with the necessary legal advice and assistance in ratifying the relevant international conventions.

In order to facilitate practical co-operation between neighbouring States, REMPEC has promoted the establishment of Sub-Regional Contingency Plans (SRCPs). There are two such systems in the Mediterranean region at the present time, although preparations are in hand for further sub-regional agreements. The activities undertaken to implement the SRCP between Cyprus, Egypt and Israel are listed in Table 5. It is evident from the remarks of those six countries that are currently involved in sub-regional arrangements (section 5.2.3) that the activities undertaken have been very effective in achieving the desired results of closer practical co-operation. This is evidenced in particular by the fact that all six countries involved would use the provisions of the SRCP to obtain assistance within the framework of the Plan in the event of a major pollution incident.

Focal Points were also asked about the effectiveness of training courses and seminars. Approximately two-thirds of correspondents considered that training courses are “very effective” in increasing knowledge, while the remainder consider that training courses are quite effective and that the trainees get some benefit. No correspondents considered that the training courses organised by REMPEC are not usually effective. About half the beneficiaries of training courses on chemicals found the training very effective, while the remainder considered that the training had been quite effective. (It must be acknowledged that one country indicated that the training it received on chemical incidents was not very effective and that little was learned.) All trainees who completed the relevant questionnaire considered that training courses are an effective method of enhancing the response capability of Contracting Parties.

Trainees were also asked to state, from their observations and experience, how effective overall they considered the action taken through REMPEC. 73% of participants considered that REMPEC action is “very effective”; 27% of trainees considered that REMPEC action is quite effective, but could be better. No one considered that REMPEC action is not very effective.

This viewpoint is mirrored by organisers of training events who have some knowledge of REMPEC’s broad activities. Five organisers considered that the action taken through REMPEC is “very effective”; whereas three organisers considered that REMPEC action is quite effective, but could be better.

11.1.5 Utility

The criterion of **utility** is how far the *impacts* of REMPEC’s activities compare with the *needs* of the target group.

Over the years, REMPEC has developed many procedures and guidelines to facilitate co-operation in the region. Focal Points were asked to what extent they thought that this activity had been helpful and met their needs. 76% of correspondents thought that the procedures and guidelines developed by REMPEC are essential for effective co-operation, while the remaining 24% thought that the procedures and guidelines are of some value.

Especially in the early days, the Director of REMPEC (or ROCC) spent time on missions to Contracting Parties raising awareness as to the importance of Emergency Protocol. Twelve Contracting Parties considered that REMPEC’s activities on raising awareness had been essential in their countries; four Contracting Parties considered that REMPEC’s input had been helpful in raising political consciousness; whereas one Contracting Party considered that there had been no need for REMPEC’s intervention in its country.

Focal Points were asked to what extent (as a representative of their country) they found the regular meetings of REMPEC Focal Points useful. 82% of correspondents consider that the Focal Point meetings are extremely valuable, whereas 15% consider that the meetings are of some value. Only one correspondent considered that the meetings are of little value.

REMPEC has introduced the POLREP Pollution Reporting System into the Mediterranean region. Focal Points were asked whether this is a useful tool for reporting pollution incidents and for requesting assistance from neighbouring States. 81% of correspondents consider that the POLREP system is essential for standardised reporting of pollution incidents; the remaining 19% concede that it is a useful system, but not essential.

REMPEC has organised a number of bilateral or multilateral exercises, both alert exercises and exercises involving the mobilisation of equipment between countries. REMPEC Focal Points were asked whether the exercises served to show the effectiveness of their national procedures. 50% of correspondents considered that the exercises were very useful; 38% considered that the exercises were of some help; 12% considered that the exercises were not very helpful.

As mentioned above, a Mediterranean Assistance Unit has been established for providing assistance in response to oil and chemical pollution incidents. Focal Points were asked whether, even if they had never called upon the MAU, they thought it was a useful resource base. 32% of correspondents considered that the MAU was “very useful”; the remaining 68% considered that it was quite useful and should be retained. As regards chemicals, 68% of Focal Points considered that it is very important to establish an MAU for chemicals, whereas 32% considered that an MAU would be quite useful and that REMPEC should continue to negotiate an MoU with BASF. No correspondents consider that an MAU for oil or chemicals is not needed.

REMPEC Focal Points were asked whether they thought it was useful for REMPEC to establish relations with the Mediterranean oil industry. 94% of correspondents consider that it is very important to have close links with industry, whereas 88% of correspondents consider that it is important to have close links with industry on questions of pollution by other harmful substances. These figures confirm the acknowledgement by Contracting Parties of the need to co-operate with industry and also recognise the contribution which industry can make to resolving problems of combating marine pollution in the Mediterranean. It confirms the importance of REMPEC continuing to develop closer links with the Mediterranean Oil Industry Group (see section 3.4.7).

An important activity has been the assistance given by REMPEC and its consultants to national authorities in the development of their National Contingency Plans. Eight countries indicated that they had received assistance from REMPEC. Of these, three countries considered that REMPEC’s advice was essential; they could not have developed the NCP without assistance. The remaining five countries considered that REMPEC’s assistance was very helpful.

Perhaps more important is the extent to which REMPEC Focal Points considered that their country needed further assistance to develop their NCP. 10 countries (including four of those which have already received assistance) indicated that further assistance was needed. (Of those 10 countries, five have already requested assistance from REMPEC; the remaining five have not yet requested assistance, but intend to do so.) In addition, 14 countries indicated that they needed further assistance to extend their NCP to include pollution by other harmful substances. Two countries indicated that they had requested assistance from REMPEC; 11 countries indicated that they had not yet taken action, but that they intended to request assistance from REMPEC.

Recommendation 19: It is recommended that REMPEC should take the initiative in following up with those Contracting Parties which have indicated that they need further assistance in developing their National Contingency Plans, with a view to identifying the type of assistance which is needed and the most appropriate form the assistance should take.

Six countries indicated that they have sought REMPEC’s assistance in organising national exercises, which are important to test whether the provisions of the NCP are realistic and workable in practice. Five countries considered that the exercise had been very useful in demonstrating the effectiveness of their NCP; one country considered that the exercise had not been very helpful.

The Regional Information System (RIS) is one of the main outputs of REMPEC. Focal Points were asked how useful they found the RIS. 69% of correspondents considered that the RIS contains valuable information and is an essential tool; the remaining 31% considered that the RIS contains some useful information, but considered that it needs to be expanded.

REMPEC has also produced much technical guidance with the aim of assisting Contracting Parties to respond to pollution incidents from chemicals (e.g. Part D of the RIS; the TROCS database). 71% of Focal Points indicated that REMPEC’s information on chemicals is very useful and is an essential tool; 29% indicated that the information is quite useful, but needs to be expanded. Suggestions on how the chemical database should be developed are made in section 6.4.1.

Recommendation 20: It is recommended that REMPEC give careful consideration to the suggestions for expanding the RIS given in sections 5.4.1 and 6.4.1.

Reference is made within this report to the need to place more information on REMPEC's website. REMPEC has engaged the services of consultants to help it develop its website in a user friendly way, but it is not clear how successful this has been. Part of the problem arises from the fact that the REMPEC professional staff are not expert in the development of websites; the website consultants are not sufficiently aware of the significance of the technical information that needs to be provided. There will continue to be a need for the preparation of paper documents, not least in those countries which have difficulty in obtaining internet access. However, it seems clear that if the utility of REMPEC's vast information resources are to be made readily available to Contracting Parties, increasing use will have to be made of the internet.

Recommendation 21: It is recommended that REMPEC invest more resources in the development of a user-friendly website, if necessary by seeking the secondment of an IT expert from one of the Contracting Parties, who could work alongside REMPEC for a substantial period.

In addition to the RIS, REMPEC also circulates information bulletins from time to time on matters of interest, e.g. developments outside the Mediterranean region. 37% of Focal Points considered that the bulletins are very useful, containing information which would not otherwise be seen; the remaining 63% acknowledged that the bulletins are useful and often contain items of interest.

The REMPEC Library is being reorganised to make its information more readily available to Contracting Parties. Only 55% of Focal Points confirmed that they knew that they could consult the Library. Nevertheless, 73% of correspondents considered that it is very important to make better use of the information by re-organising the Library and making it more accessible. The remaining 27% were of the opinion that even if the Library were not consulted frequently, it was still worthwhile to reorganise. No correspondents indicated that the REMPEC Library was never likely to be of interest to them.

Recommendation 22: It is recommended that REMPEC should circulate information to Focal Points about the Library services and how Focal Points can take advantage of the information it contains.

As well as increased knowledge and expertise, the regional and sub-regional training courses organised by REMPEC bring together personnel from different States. 97% of REMPEC Focal Points considered that it is very useful to establish links with experts from other countries in order to have the opportunity to share experience and create a personal network with colleagues from outside their own country. 85% of correspondents were of the opinion that the added value of meeting colleagues from other countries justified the extra costs incurred.

The utility of the training courses organised by REMPEC is confirmed by the responses of the trainees themselves. Apart from the fact that 82% indicated that they personally got "very much value" from the training course, 77% of trainees indicated that they had to make a report on the training course on their return. In most cases reports were submitted to superior officers, but it is evident that the knowledge gained was also disseminated within the trainee's own working team. The utility of the material learned on training courses is also confirmed by the fact that about one third of the trainees said that changes had resulted from the knowledge that they had gained on their training course (see section 7.2).

11.1.6 Sustainability

The sustainability of REMPEC's activities is the extent to which the positive changes can be expected to last if REMPEC ceased to exist.

The training of personnel within the region has been one of REMPEC's main activities over many years. However, it is the nature of personnel to move on and consequently there is a continuing need for training activities. This is recognised by the Focal Points, 91% of whom considered that significant progress has been made on training, but that this is an activity that always needs to be maintained.

REMPEC Focal Points were also asked whether, considering their own national resources and taking account of the framework for regional co-operation provided for in the Emergency Protocol, they thought that they had access to sufficient oil spill combating equipment. Thirteen Contracting Parties indicated that they did not have enough equipment. Although questions can always be asked as to when a stockpile is sufficient, the fact that so many countries acknowledge that they do not have sufficient combating equipment is an important admission of the need for continued action in this area. Financial resources for equipment purchase are unlikely to be made

by any of the international donor agencies. The remedy is in the hands of the Contracting Parties themselves and a proposal for countries that need to expand their stockpiles of pre-positioned equipment is contained in the strategy document for implementation of the new Prevention and Emergency Protocol (Annex 1, section 5.1).

An important activity of REMPEC in the last decade has been the encouragement of sub-regional systems for enhancing co-operation between neighbouring States. Six countries are affected by SRCs and it is encouraging that five of these considered that their Plans would be sustainable in the long term. One country doubted long-term sustainability, but indicated that this depended on political circumstances in the region.

The success of REMPEC in achieving long-term sustainability for some of its activities is shown in the attitude of Contracting Parties towards exercises. In all, six countries confirmed that they have now gained enough expertise to organise their exercises on their own in future. A further six countries indicated that they would continue to need REMPEC's assistance.

The important question of sustainability was also discussed with Focal Points in the interviews. Most Focal Points acknowledged that REMPEC's activities would have long-term sustainable benefits, but emphasised that REMPEC plays a vital and effective role in its efforts to maintain effective co-operation within the Mediterranean region.

11.2 recommendations

The following recommendations arise out of this evaluation report and are presented below for consideration by the Co-ordinator of MAP, the Director of REMPEC, IMO and also Focal Points. The recommendations are **not** listed in order of importance.

Recommendation 1: It is recommended that the Contracting Parties approve the Director's proposal to create a new post of Assistant to the Administrator at Grade G6 and to reclassify the post of the Administrator from Grade G7 to Grade P1.

Recommendation 2: It is recommended that the Contracting Parties approve the proposal of the Director to create a new post of Assistant to the Documentalist at Grade G4 (Librarian).

Recommendation 3: It is recommended that the Director of REMPEC should consult with the appropriate officials at IMO in order to discuss the role of REMPEC and IMO within the context of effective implementation of the new Prevention and Emergency Protocol.

Recommendation 4: It is recommended that REMPEC gives consideration to developing the Regional Information System by including in the REMPEC website lists of national equipment stockpiles, the descriptions of national organisations for dealing with accidental marine pollution incidents, etc, comparable to the information contained in the EU CIS website.

Recommendation 5: It is recommended that the EU Focal Point, together with the Director of REMPEC, should give consideration to the possibility of extending the EU exchange programme to enable officers from non-EU Member States to benefit from the experience of EU Member States.

Recommendation 6: It is recommended that IMO should give careful consideration to establishing a separate euro budget chapter for the administration of REMPEC's EU projects in order to eliminate the effect of exchange rate movements, especially as such expenditures are likely to form a major component of REMPEC's budget in future, and also taking account of the Barcelona Convention Contracting Parties' decision to make their future budgets in euros instead of US dollars.

Recommendation 7: It is recommended that REMPEC takes the initiative in establishing with IMO Finance Section the procedures for recording project expenditures in accordance with EU budget lines and requirements at the initial stages of project implementation and that IMO takes appropriate action to accommodate the EU requirements within its own budgetary accounting system.

Recommendation 8: It is recommended that REMPEC should build in to its proposed project documents for external funding the need (and costs) to provide for adequate in-house staff to support the day-to-day management of the project.

Recommendation 9: It is recommended that the EU Focal Point should convene a meeting between the Director of REMPEC and senior officials in the EU funding mechanisms (LIFE and MEDA) in order to enhance the identification of projects which will meet the Mediterranean (REMPEC's) needs and also the objectives of the respective EU programmes in the most effective way.

Recommendation 10: It is recommended that the Director of REMPEC and the responsible officials for the EU funding mechanisms should discuss the most appropriate way in which to ensure that those countries which are not covered by the MEDA partnership are included in Mediterranean wide projects.

Recommendation 11: It is recommended that the Co-ordinator of the MAP and the Director of REMPEC should discuss with UNEP HQ in Nairobi and the IMO Director of Administration the possibility of either reducing their combined level of project support costs from the current 13% or of making a further contribution towards REMPEC's financial administration costs.

Recommendation 12: It is recommended that the Director of REMPEC should discuss with the IMO Director of Administration the possibility of increasing the level of authority for the Director of REMPEC to make contract decisions without prior reference to IMO. It is suggested that a limit of \$30,000 might be appropriate.

Recommendation 13: It is recommended that REMPEC should submit its monthly and quarterly financial reports to IMO in electronic format in addition to the present hard copy paper format.

Recommendation 14: It is recommended that REMPEC should send a copy of the monthly and quarterly financial reports that it makes to IMO to the Fund/Administrative Officer at MEDU.

Recommendation 15: It is recommended that, before submitting quarterly reports to UNEP in Nairobi, IMO should send a draft copy to REMPEC for verification of the REMPEC figures.

Recommendation 16: It is recommended that IMO should automatically send copies of the quarterly financial reports it sends to UNEP Headquarters in Nairobi to both the Director of REMPEC and to MEDU.

Recommendation 17: It is recommended that REMPEC take action to provide more information about the MAU to Focal Points and to include the procedures for obtaining assistance in the REMPEC website.

Recommendation 18: It is recommended that REMPEC take a more proactive role than in the past in assisting Contracting Parties with the necessary legal advice and assistance in ratifying the relevant international conventions.

Recommendation 19: It is recommended that REMPEC should take the initiative in following up with those Contracting Parties which have indicated that they need further assistance in developing their National Contingency Plans, with a view to identifying the type of assistance which is needed and the most appropriate form the assistance should take.

Recommendation 20: It is recommended that REMPEC give careful consideration to the suggestions for expanding the RIS given in sections 5.4.1 and 6.4.1.

Recommendation 21: It is recommended that REMPEC invest more resources in the development of a user-friendly website, if necessary by seeking the secondment of an IT expert from one of the Contracting Parties, who could work alongside REMPEC for a substantial period.

Recommendation 22: It is recommended that REMPEC should circulate information to Focal Points about the Library services and how Focal Points can take advantage of the information it contains.

11.3 OVERALL ASSESSMENT OF THE EVALUATION

11.3.1 The evolution of REMPEC

The period of this evaluation covers 25 years during which time the Regional Centre has had four Directors. It is evident from the evaluator's interviews with the staff and with Focal Points that the focus of REMPEC's activities has evolved during this time. In part, this evolution reflects the personalities and policies of the different Directors; in part, the changes were made in response to external impulses.

Initially, from its creation in 1976 until the early 1980s, the emphasis of the Director (Mr Philippe Le Lourd) and staff was to raise the awareness of the importance of the need for preparedness and response to oil spills among the Mediterranean coastal States. It should be remembered that in 1976 there were only two countries with fully developed National Contingency Plans.

During the 1980s (under the direction of Rear Admiral Michel Voirin), there was a period of consolidation and an emphasis on building the regional network for co-operation.

With the arrival of Mr Jean-Claude Sainlos (1988 until 1998), the focus of REMPEC was to develop the capacity of the Centre to provide information and assistance services, to strengthen the capacity of national systems and to enhance co-operation through sub-regional mechanisms, as well as the establishment of the regular meetings of REMPEC Focal Points. This was also the period during which the mandate of REMPEC was extended to include pollution by harmful substances other than oil. It was also the time when REMPEC first obtained external financial support from the EU to finance its activities.

The present Director, Rear Admiral Roberto Patruno, has taken action to restore to REMPEC greater responsibility for the financial administration of the Centre. There has been increased activity to use external funding mechanisms (EU and IMO Technical Co-operation Division funding) to finance further actions for the benefit of Contracting Parties. At the policy level, a major activity has been the negotiations leading to the adoption of the new Prevention and Emergency Protocol.

This evolution of the role and activities of REMPEC enables a number of conclusions to be drawn. It demonstrates that REMPEC is a dynamic organization, able and willing to adapt positively to new demands placed upon it. It also shows that REMPEC has been blessed with a series of competent Directors, each of whom has brought a new vision for the Centre and has contributed to the overall success of REMPEC through bringing their own personal skills and attributes to bear.

11.3.2 REMPEC and its relations with IMO and MEDU

Comment has already been made (chapter 3) about the unique situation of REMPEC as an entity administered by IMO but strategically and functionally an integral component of the Mediterranean Action Plan. From the policy point of view REMPEC has an important strength and advantage in its close relationship with IMO. It is IMO which is the UN organization responsible for preparedness, co-operation and response to marine pollution incidents involving oil and hazardous and noxious substances and for the implementation of the OPRC Convention; it is REMPEC's mandate, as given to it by the Contracting Parties to the Barcelona Convention, to coordinate and support these activities in the Mediterranean region. With the adoption of the new Prevention and Emergency Protocol, the links to IMO become even stronger since the prevention of pollution from ships is a basic goal of IMO through implementation of its relevant Conventions.

On the other hand, the focus of the MAP during the last decade has been on implementation at the Mediterranean level of the various global initiatives on protection of the marine and coastal environment and the need for sustainable development. This has been translated in REMPEC's activities and mandate by the increasing focus which has been given to the prevention of pollution from ships, the provision of adequate port reception

facilities, the need for coastal protection and the identification of environmentally sensitive areas, etc. In these matters the Contracting Parties have recognised and acknowledged REMPEC's particular expertise.

With the adoption of the new Prevention and Emergency Protocol, there is an opportunity for even closer co-operation between REMPEC and IMO. There is evidently a fear in some quarters that REMPEC is trying to usurp the position and responsibilities of IMO. But this is not the case. The fact that the Contracting Parties have adopted the new Protocol and have given REMPEC a new mandate for dealing with the prevention of pollution from ships means that inevitably there will be an increasing regional action in which REMPEC will play an important coordinating role. REMPEC has much experience in acting at the regional level on matters of preparedness, co-operation and response; matters which at the global level are the responsibility of IMO under the OPRC Convention. It is not difficult to see that this relationship could be strengthened and work to the advantage of both IMO and UNEP/MEDU by developing REMPEC's regional role in relation to pollution prevention from ships. In many of the proposed activities outlined in the strategy document for implementation of the new Protocol (Annex 1), REMPEC already has a demonstrated expertise, eg in the organisation of training courses, which could be put to good use to the benefit of both IMO and MAP.

A similar situation already exists within the Baltic region where the Helsinki Commission has for many years dealt with the prevention of pollution from ships, even though this is an area covered by IMO at the global level. In addition to the example of practical co-operation referred to in the previous paragraph, there is enormous scope for REMPEC to be the catalyst through which Mediterranean States can agree upon a common position to be taken in the global framework reflecting the specific needs of the Mediterranean region - or, at the very least, to avoid dissension among Mediterranean States at the international level.

The new Protocol also raises important questions for the Contracting Parties. Most of the REMPEC Focal Points are representatives of the Ministries of the Environment, reflecting the growth of the importance of such Ministries during the 1980s and 1990s. However, the adoption of the new Protocol places an increased emphasis on the prevention of pollution from ships which, in most States, is the responsibility of the Ministries of Transport (or their equivalents). Shipping matters are very precise and the international regulations controlling such matters are very technical and have led to the creation of a body of expertise within the Ministries concerned. If the new Protocol is to function effectively, it will therefore be important to ensure that maritime administrations and shipping interests are effectively represented in the regular meetings of REMPEC Focal Points. Indeed, in order to ensure that such interests play their full part in the strategy for the implementation of the new Protocol over the next 12 years, it is suggested that the practice of the MTF paying for the participation of **two** representatives from each Contracting Party (which was allowed as an exceptional measure at the 2003 meeting of REMPEC Focal Points) should become a standard procedure.

11.3.3 Administrative procedures

It appears to the evaluator that there is a need to improve the administrative arrangements between REMPEC and IMO. A number of specific recommendations for improving the financial arrangements are recorded above which, if implemented, would improve the flow of communications and lessen the likelihood of errors.

It must be said that there is a certain lack of transparency in both the IMO and REMPEC accounting procedures. It is difficult for an outsider, and it is suspected for the Director of REMPEC, to have a clear and immediate picture of the status of expenditure on specific activities and projects. This all stems from the way in which IMO accounts are constructed. It is not within the remit of this evaluation to examine the IMO accounting procedures in detail; but it is relevant to point out that the clarity and transparency of the REMPEC/IMO accounting procedures could be improved. There is scope, however, for REMPEC itself to advise IMO on how it wishes to record its budget and expenditures (including project expenditures) within the overall IMO accounting framework. It would therefore be possible, even within the present financial structures, for REMPEC to construct its accounts in such a way as to have a clearer and up to date picture of project expenditure.

11.3.4 Staffing of REMPEC

One point which was made repeatedly during the interviews with Focal Points was an expression of admiration for the amount of work which REMPEC achieves with such limited human resources. There is also a high degree of appreciation of the technical and professional expertise of staff members and the important contribution this makes to the achievement of objectives.

It is important to recognise that within REMPEC there is a heavy reliance on external staff support donated by, for example, the French and Italian oil industries in the shape of junior engineers. Whilst welcome, Contracting

Parties need to acknowledge that such support cannot be guaranteed in the long term and it would be more sustainable if the biennial meetings of the Contracting Parties were to move towards establishing permanent posts funded by the MTF budget.

Another issue which could be considered with advantage is the length of REMPEC contracts for professional staff. At present, staff contracts, although renewed regularly, are in effect permanent contracts. The strength of such long term contracts, of course, is that it enables a body of expertise to be built up within the REMPEC secretariat. The weakness, on the other hand, is that when staff members eventually depart a substantial part of the secretariat's "institutional memory" base leaves with them. This would not be the case if there was more "recycling" of staff members. If the Contracting Parties do decide to increase the REMPEC staffing levels supported by the MTF, there could be value in examining further the significance of the present contract procedures, eg to consider the advantages of awarding time limited contracts of, say, three years subject to renewal for a further period of three years. Furthermore, for the post of Director and senior officers, there would be much advantage in having an overlap period of, say, one month in order to ensure a controlled and effective handover of responsibilities. Such a system of short term contracts would have the added advantage of enabling more officials from Mediterranean States to participate in the REMPEC secretariat, which could be advantageous for both REMPEC and the officials/Contracting Parties concerned.

11.3.5 REMPEC and the Contracting Parties

Perhaps the most important question to ask of this evaluation is whether REMPEC is meeting the needs of the Contracting Parties. This was, of course, one of the objectives of the questionnaires which were sent to Focal Points and elaborated in interviews. The detailed analysis of their views is described above. It seems very clear that both in the past and the present REMPEC is meeting the real needs of Contracting Parties to a very significant degree.

It is also evident from the analysis of the questionnaires and the discussions with Focal Points that REMPEC still has a big role to play in continuing to develop national capacities, especially in the countries of north Africa and the eastern Mediterranean. On the one hand, there is a genuine acknowledgement that much has been done over the past 25 years, and that REMPEC has played an important and significant role in achieving the progress. But there is also a recognition that much still remains to be done and that REMPEC still has an important role to play. In particular, as reported above, there is still a need for proactive REMPEC assistance to States wishing to accede to the relevant international conventions; there is also a need for further assistance in the development of National Contingency Plans, particularly for structures for responding to chemical pollution incidents. It is suggested that REMPEC should build on these acknowledged needs in their discussions with the relevant fund mechanisms.

Another important question is whether Contracting Parties are satisfied with the **quality** of REMPEC's outputs and activities. In order to be more precise, specific questions were asked as to the effectiveness, efficiency and utility of REMPEC actions; taken together these parameters measure the overall quality of REMPEC's activities as perceived by the principal beneficiaries. Again, without wishing to repeat the analysis in section 11.1, it is clear that overall the Focal Points are very satisfied with the overall quality of REMPEC's activities. The point was also made repeatedly that both the quality and quantity of REMPEC's outputs were all the more impressive given the very limited resources of the REMPEC secretariat.

The terms of reference of this evaluation fix the end point as 2001. However, this date is somewhat arbitrary and it is important to acknowledge that the work of REMPEC has even increased in intensity over the last 18 months, during which period there has been an increase in the number of permanent and temporary staff appointed to REMPEC. In general, it is evident from the tables attached that the activities of the REMPEC secretariat, as shown in the number of missions of the Director and technical staff (Table 1), as well as the increase in activities (eg training courses; new project proposals), demonstrate the effectiveness of REMPEC's response to the declared needs of the Contracting Parties over the past three to four years. In part this greater awareness of Contracting Parties' needs has arisen through the process of elaborating the new Prevention and Emergency Protocol.

In addition to the core activities of REMPEC, it is important not to overlook REMPEC's role as a central repository in the Mediterranean of information and expertise relating to all matters related to marine pollution prevention, preparedness, co-operation and response. In many countries, these responsibilities are just one of the functions of the responsible officers concerned. Hence the comparative advantage of an organization like REMPEC with the staff and expertise to fill the gaps in the capabilities of Contracting Parties.

Finally, the lists of outputs in the annexed tables, combined with the qualitative assessment of their relevance and effectiveness, demonstrate the very tangible results of REMPEC over the last 25 years. It is clear that these outputs are more than simply pieces of paper; they are evidence of the progress which has been achieved by Mediterranean coastal States under the guidance and coordination of REMPEC. The adoption of the new Protocol is, in itself, also an endorsement of the value which the Contracting Parties place on REMPEC and the new mandate for the Regional Centre confirms that REMPEC is expected to continue to play an important role in the future.

Table 1: Missions of Director of REMPEC (ROCC) and technical experts to Contracting Parties

Year	Director*		Technical Experts*	
	No. of Missions	Countries	No. of Missions	Countries
1977	16	Libya, Lebanon, Syria, Turkey, Egypt, Cyprus, Israel, Greece, Italy, Morocco, Monaco, France, Yugoslavia, Spain, Algeria, Tunisia		
1981	4	Algeria, France, Italy, Morocco		
1982	3	Egypt, Greece, Libya		
1983	3	Yugoslavia, Cyprus, France	1	Cyprus (assistance with NCP)
1984	3	Syria, Egypt, France		
1985	4	Greece, Israel, France, European Commission (EC)		
1986	2	Italy, Turkey		
1988			3	Algeria, Turkey, Yugoslavia (mission organised by World Bank Environmental Programme in the Mediterranean)
1989	6	Yugoslavia, Greece, Turkey, France, Italy, EC	1	Yugoslavia (assistance with NCP)
		All Missions and Meetings	All Missions and Meetings	
1998	28	Malta, Greece, Cyprus, Syria, Tunisia, European Commission	Technical Expert	18
			Chemical Expert	17
1999	39	Italy, Slovenia, Croatia, Israel, Malta, Turkey, Lebanon, Syria	Technical Expert	22
			Chemical Expert	30
2000	23	Lebanon, Algeria, Monaco	Technical Expert	19
			Chemical Expert	13
2001	19	Morocco, Italy	Technical Expert	16
			Chemical Expert	14

*Does not include participation in training courses.

Table 2: Technical advice and assistance to Contracting Parties including emergency assistance

Year	Countries	Type of Assistance
1979	Tunisia Turkey	Technical information provided: PARNASSOS incident. French expert sent to assist in INDEPENDENTA incident.
1980	Cyprus	Director and Greek expert sent to assist in ZENOBIA incident (first example of joint co-operation between neighbouring countries and REMPEC)
1981	Algeria Tunisia	JUAN A LAVALLEYA incident: advice Loss of containers: advice
1982	Morocco	On scene assistance provided by REMPEC's Technical Expert: SAMIR incident.
1983	Bahrain	Technical Expert sent to assist MEMAC following spillage due to collapse of platform in Nowruz oil field, Kharg Island.
1985	ROPME Sea Area	Preliminary study for the regional contingency plan for the ROPME Sea Area (UAE, Qatar).
1991	Italy	Assistance offered: HAVEN incident.
1993	All	Establishment of Mediterranean Assistance Unit approved by Contracting Parties.
1994	Turkey	Assistance provided: NASSIA incident.
1995	Israel	Technical assistance in the selection of oil combating equipment.
2001	Morocco, Cyprus, Malta	Technical advice and assistance offered to the national authorities of these three countries in relation to the CASTOR incident.

Table 3: Compilation of catalogues of equipment and inventories of experts

Year	No. of Activities	Type of activity (summary)
1977	4	Dissemination of questionnaires to coastal States and equipment manufacturers.
1978	3	Inventories of equipment and experts; list of Focal Points.
1979	8	Dissemination of questionnaires to update information on communications, Focal Points, contingency planning, list of experts.
1980	10	Dissemination of further questionnaires. Publication of various directories concerning the Mediterranean region.
1982	3	Updated inventory of commercial products and organizations offering services.
1983	3	Questionnaire on planned catalogue of equipment and products. Revised inventories of experts and organizations offering services.
1984	5	Dissemination of questionnaires and publication of revised inventories.
1986	2	Creation of data bank of specific equipment and products to combat oil pollution. Preparation of a catalogue of these equipment and products.
1988	1	New inventory of "Experts in Marine Pollution Combating" for the Mediterranean region.
1989	1	Third edition of the "Catalogue of Spill Response Equipment and Products".

Note: The initial work on compiling catalogues and inventories has, since 1992, been subsumed in the Regional Information System (see Tables 10 and 14).

Table 4: Progress in ratification of international conventions

Status as at end of	No. of conventions	Number of ratifications			
		16-20	11-15	6-10	0-5
1993	27	5	8	4	10
1997	29	6	7	6	10

1998-99: 34 new ratifications

2000-01: 13 new ratifications

TABLE 5: REMPEC ACTIVITIES IN THE SUB-REGIONAL CONTINGENCY PLAN PROJECT INVOLVING CYPRUS, EGYPT AND ISRAEL¹

Year	Type of activity	No. of Personnel ²
1993	First Meeting of Steering Committee for the Development of a Sub-Regional system: Cyprus, Egypt and Israel.	
1994	Second Meeting of Steering Committee Third Meeting of Steering Committee Working Group of National Experts National reports on current situation in Cyprus, Egypt and Israel and estimations of equipment needs. Draft Sub-Regional Contingency Plan Three national training courses.	5 12 30 97
1995	Fourth Meeting of Steering Committee Sub-Regional training course, Haifa Joint oil spill response exercise, Port Said Fifth Meeting of Steering Committee	9 29 24 7
1997	First Meeting of Steering Committee for the Development of Spill Response Capabilities: Cyprus, Egypt and Israel. Three national training courses on the protection of sensitive areas and coastal resources, and shoreline clean-up.	7 81
1998	Second Meeting of Steering Committee combined with First Meeting of National Operational Authorities. Working Group of National Experts in Communications. Training course on maritime communication. Training course on oil spill sensitivity mapping. Joint Sub-Regional oil spill response exercise, Larnaca Second Meeting of National Operational Authorities.	10 3 30 6 46 10
1999	Third Meeting of Steering Committee. Sub-Regional training course on the use of dispersants. Joint sub-regional oil spill response exercise, Haifa	9 27
2000	Sub-regional training course on "training the trainers". Extraordinary meeting of the Steering Committee. Sub-regional training course on new developments in shoreline clean-up techniques. Third Meeting of National Operational Authorities.	13 7 10 4
2001	National seminar on the national system for preparedness and response to accidental marine pollution: Algeria, Morocco, Tunisia. Meeting of competent authorities of Algeria, Morocco, Tunisia.	11 11

¹ Action on a Sub-Regional Contingency Plan for Algeria, Morocco and Tunisia recommended in 2001.

² From the administrations of the three countries: Cyprus, Egypt, Israel.

Table 6a: Exercises organised by REMPEC

Year	Type of exercise	Countries involved
1978	First communication exercise.	All
1980	Second telecommunication exercise	All
1981	Third telecommunication exercise	All
1982	Fourth telecommunication exercise	All
1983	First alert exercise to test the new Standard Alert Format	All
1984	Second alert exercise to test the new Standard Alert Format	All
1989	Alert and Communication Exercise (ALERTEX 89)	All
1992	Alert and Communication Exercise (ALERTEX 92)	All
1995	Joint oil spill response exercise, Port Said	Egypt, Israel, Cyprus, (SRCP)
1997	Communications exercise within framework of European chemical Industry's Responsible Care Programme – ICE	REMPEC and Italy (Servizio Emergenza Trasporto)
1998	Joint oil spill response exercise, Larnaca	Cyprus, Egypt, Israel (SRCP)
1999	Communications exercise within the ICE framework	REMPEC and CEDRE, France
1999	“MEDIPOLEX 99”	All + AMC/MPERSS
1999	Joint oil spill response exercise, Haifa	Israel, Cyprus, Egypt (SRCP)

Table 6b: Exercises in which REMPEC has participated

Year	Type of exercise	Countries involved
1994	Participation in Tunisian “EL BORMA” exercise, and involving France, Italy and Spain in it	Tunisia
1994	Participation in Italian exercise.	Italy
1995	Participation in an oil industry (Mobil) exercise	Greece
1995	Participation in "PROMARCO" exercise	Italy
1996	Combined Mediterranean-European Commission communication exercise (MECOMEX 96) organised by Greek REMPEC Focal Point	All REMPEC Focal Points and all EU Focal Points
1997	Participation in French “ANTIPOL 97” exercise, and organizing/ensuring the participation of all Mediterranean coastal States in it	France (+ all REMPEC Focal Points)
1998	Participation in Cypriot “CARNIA” exercise	Cyprus
1998	Participation in the Egyptian “Alarm exercise” for testing the National Oil Spill Contingency Plan	Egypt
1998	Participation in Spanish “CARTAGENA 98” exercise	Spain
2000	Participation in planning and conducting Tunisian exercise “Opération Blanche en Mer 2000”	Tunisia (with the participation of France and Italy)
2001	Participation in French exercise “ANTIPOL 2001”	France

Table 7: Action taken on the development of National Contingency Plans, including other harmful substances

Year	Countries assisted	Type of assistance
1977	General	Collection of information on emergency plans. Draft NCP for Malta
1978	All coastal States except Albania, Lebanon and Yugoslavia	Workshop on Contingency Planning (Malta)
1979	Tunisia	French expert seconded for two weeks
1981	Morocco	French expert contracted to initiate NCP; draft NCP produced
1983	Cyprus	Assistance for preparation of NCP given by Technical Expert during mission and afterwards
1985	Egypt	REMPEC made recommendations for the preparation of an Egyptian NCP
1986	Tunisia	Preparation by a French expert of documents and draft NCP
1989	Yugoslavia	ROCC provided assistance in drafting and finalising NCP
1990/95	Albania, Libya, Syria	Understanding the nature of the problems and guidance on the development of a national system
1998	Malta	Interim Emergency Response Procedure prepared as a basis for NCP
1998	Egypt	Participation and evaluation of alert exercise to test new NCP
1998	Syria	Preparation of LIFE project to develop national system for preparedness and response
1998	Turkey	Preparation of LIFE project for risk assessment study and associated capacity building in ports of Mersin and Iskenderun
2000	Lebanon	National workshop on NCP

Table 8: Progress in development of National Contingency Plans

Status as at end ...	No. of established NCPs: no change	No. of <u>new</u> prepared and approved NCPs	No. of revised NCPs	No. of NCPs under preparation or revision	Little NCP progress
1993	7			11	2
1997	4	2	3	8	3
1999	8	1	1	8	2
2001	7	3	2	6	2

Table 9: National training courses organised by REMPEC

Year	Country	Type of activity	No. of participants
1983	Cyprus	First National Seminar	44
1984	Egypt ³	First National Seminar on prevention, control and combating oil pollution	35
1985	Egypt ¹	Second National Seminar	37
1986	Egypt ¹	Third National Seminar	37
1987	Egypt ¹ and 5 others from Mediterranean States	Fourth National Training Course	38
1987	Algeria	Training workshop on accidental marine pollution	50
1988	Egypt ⁴	Training course on marine pollution prevention, control and response	30
1991	Yugoslavia	National seminar on prevention, control and response to marine pollution	110
1991	Israel	National training course on accidental marine oil pollution response	26
1993	Malta	National seminar on accidental marine pollution	53
1995	Albania	National seminar for decision makers and government officials	27
1995	Cyprus	National training course on accidental marine pollution preparedness and response (SRCP)	33
1995	Israel	National training course (SRCP)	35
1995	Egypt	National training course (SRCP)	29
1995	Libya	National workshop for decision makers	21
1996	Albania	National training course for On-Scene Commanders and supervisors	24
1997	Libya	National training course for On-Scene Commanders and supervisors	25
1997	Croatia	National training course for accidental marine pollution preparedness and response	74
1998	Syria	National workshop on preparedness for and response to accidental marine oil pollution	51
1999	Croatia/Slovenia	National training course on oil spill response	27
1999	Libya	National training course on oil spill techniques and the use of response equipment	25
1999	Syria	National training course for On-Scene Commanders and supervisors	34
2000	Lebanon	National workshop on NCP	40
2000	Morocco	National seminar for Government administrators and senior managers	28
2000	Algeria	National training course for On-Scene Commanders (oil and chemicals)	25
2001	Morocco	National training course for On-Scene Commanders (oil and chemicals)	29
2001	Syria	National training course for On-Scene Commanders and supervisors	22
2001	Lebanon	National training course on accidental marine pollution preparedness and response for decision makers	24

³ Organised by Arab Maritime Transport Academy with ROCC technical support including lecturers.

⁴ Organised by Egyptian authorities in co-operation with ROCC and financially supported by the EEC

Table 10: Activities to maintain and update the Regional Information System (RIS)
– oil

Year	Activity
1992	Part A: “Basic documents, Principles and Guidelines on marine pollution preparedness, response and mutual assistance”
1992/93	Part B: Lists and inventories: systematic computerization led to the development of a regional database. RIS/B/1 was updated every 1-2 years from 1992-99. List of alerts and accidents (RIS/C/4) updated every year from 1992-1998; thereafter annual supplements were prepared from 1999-2001.
1991/92	Part C: Databanks, Forecasting Models, Decision Support Systems: maritime transport oriented database (TROCS) developed; Directory of Mediterranean Ports; Director of Mediterranean Meteorological Centres.
1991/92	Part D: Operational Guidelines and Technical Documents: Code of Practice for the use of dispersants (preliminary); the significance of a Material Safety Data Sheet.
1994	Guidelines for the Use of Dispersants (final). Revision of Basic Documents (Part A) Revision of component national authorities (Part B) Preliminary version of inventory of experts, equipment and products which could be available (Part B)
1995	Guide for combating accidental marine pollution in the Mediterranean (updated) Directory of competent national authorities (updated) Basic documents (Part A) (updated)
1996	Updated directories and lists (Part B)
1998/99	Updated inventories and directories (Part B)
1998/99	Guide for combating accidental marine pollution (updated)
1999	Guidelines for the use of dispersants (updated)
2000	Guide for combating accidental marine pollution (updated)

Table 11: Periodic information bulletins circulated by REMPEC

Year	Number of Activities	Type of Activity (indicative only)
1979	3	First issue of ROCC newsletter
1989	7	Issues of ROCC NEWS (bilingual)
1981	7	Three issues of ROCC NEWS Technical paper on the use of dispersants on sandy beaches
1982	10	ROCC NEWS and brochure on the Centre
1983	7	Issues of ROCC NEWS and various reports
1984	12	Issues of ROCC NEWS and various reports
1985	4	Title of bulletin changed to ROCC INFO: two issues Dissemination of a Guide for Oil Pollution Combating in the Mediterranean
1986	4	Including two issues of ROC INFO. Dissemination of revised Guide for Oil Pollution Combating.
1987	6	Two issues of ROCC INFO. Dissemination of third version of "Guide for Oil Pollution Combating in the Mediterranean"
1988	8	Revised bilingual dictionary of marine antipollution terms. Updated edition of the Guide for Combating.
1989	6	Including reports on alerts and accidents, and KHARK 5 incident
1991	1	"Recommendations, Principles and Guidelines concerning co-operation and mutual assistance in case of emergency" prepared by REMPEC and adopted by Contracting Parties. Information on "HAVEN" incident.
1993	1	"Guidelines for the use of dispersants" were prepared by REMPEC and adopted by Contracting Parties.
1993	1	Information on vessels carrying dangerous wastes collected and disseminated.
1994	8	Reports on response to maritime accidents in ports involving hazardous substances. Layout and project proposal for Mediterranean Atlas for preparedness and response. Arrangements concerning the MAU. Draft Guidelines concerning the exchange of liaison officers.
1999	1	Maritime transport in the Mediterranean.
2000	3	Questionnaires concerning the prevention of pollution from pleasure craft.
2001	3	TROCS brochure. 25th Anniversary brochure.

Note: It is difficult to quantify this output precisely. The "number of activities" column may not be a reliable indicator of the quantitative outputs.

Table 12: Regional and sub-regional training courses organised by REMPEC

Year	Activity	No. of countries	No. of trainees
1978	INFOPOL 78 ^{2,3} France	5	5
	URBINO 78 ² Italy	13	20
1979	INFOPOL 79 ^{2,3} France	2	2
	URBINO 79 ² Italy	11	18
1980	INFOPOL 80 ^{2,3} France	4	4
1981	INFOPOL 81 ^{2,3} France	5	5
	MEDIPOL 81 Marseille	11	18
1982	INFOPOL 82 ^{2,3} France	3	3
	MEDIPOL 82 Marseille		21
	Warren Springs Laboratory, UK (WSL) ³		3
1983	INFOPOL 83 ² France		5
	MEDIPOL 83 Marseille		18
	WSL ³		5
	Training of trainers, France ³		2
1984	MEDEXPOL 84, Marseille: seminar on contingency planning	13	10
	MEDIPOL 84, Marseille: general training course		14
	WSL ³		3
	INFOPOL ³		2
1985	MEDEXPOL 85, Marseille: practical training course specialising in onshore combating	14	17
	INFOPOL 85 ³	3	3
1986	MEDIPOL 86: organised for the first time in Malta	10	25
	MEDEXPOL 86, Brest		10
	INFOPOL 86 ³		1
1987	MEDIPOL 87: Malta (total 25 participants)	?	12
	MEDEXPOL 87, Marseille		?
	INFOPOL ³		1
1988	MEDIPOL 88, Malta: for the first time extended to harmful substances other than oil	?	10
	MEDEXPOL 88, Ercolano, Italy		?
1989	MEDEXPOL 89, Marseille: practical training course on the use of dispersants		17
1990	Training course on marine pollution, prevention, control and response, Alexandria, Egypt	9	48
	Seminar on financial questions, liability and compensation, Malta	12	19
1991	MEDEXPOL 91, Malta	17	17
1992	Training course on marine pollution, prevention, control and response, Alexandria, Egypt	7	32
1995	MEDIPOL 95, Istanbul	20	32
1996	MEDIPOL 96, Athens	18	50
1999	Regional training course on accidental marine pollution crisis management, Tunis (MEDEXPOL 99)	20	42

Year	Activity	No. of countries ¹	No. of Trainees ¹
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2000	Regional training course on new techniques for shoreline pollution (oil/chemical) clean-up, Brest, (MEDEXPOL 99-2)	20	24
	Sub-regional training course on "training the trainers"	3	13
	Regional seminar for Government administrators and senior managers, Naples (MEDEXPOL 2000)	17	20
2001	MEDEXPOL 2001, Genoa: regional training course involving hazardous substances at the ship-shore interface	18	33

¹ Number of countries and trainees from Mediterranean coastal States only.

² Actively supported and organized by agencies outside REMPEC.

³ Grants awarded to Mediterranean coastal States for participation.

Table 13: Participation of REMPEC staff (Chemical Expert) in links with chemical industry and other international bodies

Year	Meeting attended
1998	GESAMP, London ICE Integration Group Meeting, CEFIC, Brussels OECD Expert Group on Chemical Accidents, Geneva Sub-Committee on bulk liquids and gases, IMO, London BALEX DELTA Exercise, HELCOM, Poland OECD Workshop on Emergency Preparedness and Response, Finland ICE Integration Group, Brussels
1999	EHS Working Group, GESAMP, London IMO BLG Sub-Committee, London Italian oil and chemical industry MEPC IMO CEFIC/ICE Integration Group Meeting
2000	OPRC-HNS Diplomatic Conference, London Meeting with German ICE representative to negotiate an MoU for the Mediterranean Assistance Unit ICE Integration Group Meeting, Madrid
2001	GESAMP Working Group on the evaluation of hazards of harmful substances carried by ships, London. ICE Integration Group Meeting, Vienna Conference on Chemical Transport Safety for Experts of the European Chemical Industry, Vienna

Table 14: Activity to maintain and update the Regional Information System (RIS)
– chemicals

Year	Activity
1991	Standardized classification system for chemicals accidentally spilt at sea (Part C) TROCS (Transport of Chemical Substances) database prepared.
1992	Theory and practice of foams in chemical spill response
1993	TROCS database and its use in response to list packages washed ashore.
1994	TROCS database – Version 4
1995	Personal protective equipment and monitoring devices for maritime chemical emergencies.
1996	Risks of gaseous releases resulting from maritime incidents.
1998	Draft guide to marine chemical spills.
1999	Practical guide to marine chemical spills (final). TROCS database on the transport of chemical substances was completely revised and distributed on CD Rom.

Table 15: Training courses (national, regional and sub-regional) organised by REMPEC including at least a component on chemicals

Year	Activity	No. of countries ¹	No. of trainees ¹
1988	MEDIPOL 88, Malta		10
1994	Workshop on preparedness for and response to maritime related accidents involving hazardous substances in port areas and their approaches.	18	28
1995	MEDIPOL 95, Istanbul	20	32
1996	MEDIPOL 96, Athens	18	50
1997	Specialized regional training course on response to packaged dangerous goods lost at sea, Brest (MEDEXPOL 97-1)	19	27
1997	Course on prevention, preparedness and response to maritime accidents involving liquid HNS carried in bulk, Port Marghero, Italy (MEDEXPOL 99-2)	21	44
2000	Regional training course on new techniques for shoreline pollution (oil/chemical) clean-up, Brest (MEDEXPOL 99-2)	20	24
2000	National training course for On-Scene Commanders (oil and chemicals), Algeria	1	25
2000	National training course for On-Scene Commanders (oil and chemicals), Morocco	1	29
2001	MEDEXPOL 2001, Genoa: regional training course involving hazardous substances at the ship-shore interface.	18	33

¹ Number of countries and trainees from Mediterranean coastal States only.

Appendix 1 JOB DESCRIPTION

The evaluation of REMPEC activities will be carried out by the consultant, while simultaneously his work might be complemented by the work of an auditor who would carry out the management performance audit of the Centre. The tasks to be carried out include:

1. Review the mandate of REMPEC by giving due consideration to the various developments at global, regional and national/local levels (UNCED, sustainable development, MED Agenda 21, MAP II, MCSDD, etc.).
2. Determine the appropriateness of the objectives of REMPEC in relation to the objectives of MAP and of the Convention for the Protection of the Mediterranean Sea (Barcelona Convention) in general, and of the Protocol concerning Co-operation in Combating Pollution of the Mediterranean Sea by Oil and other Harmful Substances in Cases of Emergency (Emergency Protocol) in particular. It shall be determined whether REMPEC has been able to fulfil the functions assigned to it by Annex to the Resolution 7 of the Conference of Plenipotentiaries of the Coastal States of the Mediterranean Region (Barcelona, 1976) and subsequently amended in 1989 by the Sixth Ordinary Meeting of the Contracting Parties. An emphasis shall be put on determining to which extent the activities of REMPEC have contributed to increasing the level of preparedness for responding to marine pollution accidents in the individual Mediterranean coastal States and the region as a whole, and therefore to the protection of the Mediterranean Sea. Special attention will be given to the budget approved and the amount spent, and it will be assessed whether the approved budget is commensurate with the envisaged tasks.
3. Determine whether REMPEC achieved envisaged results, by comparing the actual results with planned ones.
4. Assess the quality of outputs and their contribution towards the achievement of results.
5. Review the effectiveness of the support provided to the project by IMO, MEDU, the Host Country and by UNEP Headquarters. This will be done by investigating the staffing levels of the project, funding, administrative arrangements, operational mechanisms, co-ordination with and support from IMO and UNEP/MEDU respectively, as well as how the Host Government has provided an enabling environment and the type of support it has given to the project.
6. Determine the cost effectiveness of programme delivery by reviewing the administrative and financial management of the project as well as the methods chosen for delivering the outputs.
7. Assess how the Contracting Parties and other concerned partners perceive REMPEC. The latter will be done by sending a very brief questionnaire by e-mail to: at least IMO, UNEP, IOPCF, ITOPI, IPIECA, Bonn Agreement, Helsinki Commission (and if deemed necessary to EEA, METAP, CEDARE, UNEP concerned divisions, MEDFORUM, MIO/ECSDE, RAED, etc.) and possibly to the countries that will not be visited by the consultants.
8. Identify any technical, financial, administrative and/or operational constraints encountered during project implementation including those that caused any delays in implementing the approved work plan. Examine the actions taken by the implementers, IMO and MEDU with a view to overcoming those constraints. What lessons were learned from this experience and discuss any appropriate alternative measures that could have been taken.
9. Make concrete suggestions and recommendations which may benefit and improve the role of REMPEC in relation to:
 - increasing the level of preparedness for responding to marine pollution accidents in the Mediterranean;
 - prevention of pollution from ships;
 - promotion of sustainable Development.

10. Propose possible alternative(s) for the re-orientation of REMPEC mandate considering the international, Mediterranean and national/local situations, conditions, needs and means.
11. Propose the optimum strategy for the efficient implementation of the new Prevention and Emergency Protocol (Protocol concerning Preventing Pollution from Ships and, in Cases of Emergency Combating Pollution of the Mediterranean Sea, adopted in Malta on 25 January 2002 and not yet in force) and for achieving new objectives of REMPEC that resulted from the revision of the original Emergency Protocol and the adoption of the new one.

Appendix 2

LIST OF OFFICIALS INTERVIEWED

REMPEC

Rear Admiral Roberto Patrino (Director)
Mr Darko Domovic (Senior Programme Officer, OPRC)
Capt Elias Sampatakakis (Programme Officer, HNS)
Mr Jonathan Pace (Programme Officer, Prevention)
Ms Lilia Khodjet El Khil (Technical Officer)
Mr Francesco Strangis (Junior Programme Officer)
Ms Emilie Dorgeville (Junior Programme Officer)
Ms Doreen Stellini (Documentalist)
Mr Christopher Sacco (Administrator)

Co-ordinating Unit for the Mediterranean Action Plan

Mr Lucien Chabason (Co-ordinator)
Mr Francesco Civili (Senior Programme Officer)
Mr Khaled Ben Salah (Fund/Administrative Officer)

International Maritime Organization

Mr Jean-Claude Sainlos (Senior Deputy Director, Marine Environment Division)
Mr D Muthumala (Head of Financial Services)
Mr Dal Sudwel (Head, Work Programme and Budget)
Mr Darshana Ranmuthu (Acting Head, Accounts Unit)
Mr Steven Baguma (Administrative Assistant)

Algeria

Ministry of Land Use Planning and the Environment

Dr Abdelhafid Laouira (Operational Focal Point)

Ministry of Transport

Mr Rezal Abdelkrim (Director of Merchant Marine)
Mr M S Tighilt (former Director)
Mr Mohamed Boushaki (Sub-Director for Ports)
Mr Djillali (Head, Office of Maritime Safety)

Ministry of Foreign Affairs

Mr Rachid Ouali (Sub-Director, Sustainable Development)
Mr Boumediene Mahi (Head of Office, Sustainable Development)
Mr Malek Djaoud

Cyprus

Ministry of Agriculture, Natural Resources and Environment

Dr Gabriel P Gabrielides (Governmental/Operational Focal Point)
Mr Loizos Loizides

Ministry of Transport, Communications and Works

Mr Serghios Serghiou (Director, Department of Merchant Shipping)

Egypt

Egyptian Environmental Affairs Agency

Dr Ayman Abou Hadid (Governmental Focal Point)

Dr Mohamed Borhan (Operational Focal Point)

European Union

European Commission: Civil Protection and Environmental Accidents Unit

Mr Alessandro Barisich (former Operational Focal Point)

Mr Guido Ferraro

France

Ministry of Foreign Affairs

Mr Jean-Georges Mandon (Environment Department)

Ministry of Ecology and Sustainable Development

Ms Emmanuele LeBlanc (Head of Mission, Mediterranean & Middle East)

Ministere de l'Equipement des Transports du Logement et de la Mer

Mr Michel Weizmann (Head of Mission)

CEDRE

Mr Michel Girin (Director)

Greece

Ministry of Mercantile Marine

Rear-Admiral George Papachristodoulou (Deputy Commander, Hellenic CG)

Captain Eleftherios Ferousis (Operational Focal Point)

Cmdr Konstantino Amarantides (Head, International Affairs)

Cmdr Alexandros Lagnuros (Head, Prevention and Combating Pollution)

Lebanon

Ministry of Environment

Dr Samih Wehbe (Governmental/Operational Focal Point)

Ms Sana Sairawan (Chief, Planning & Programming Service, MAP Focal Point)

Ms Samar Malek Azar (Legal Department)

Mr Hadi S Salem (Navy Group, shipping consultant)

Lebanese Navy

Colonel Michel Al Hashem

Malta

Ministry of Foreign Affairs

Mr Anthony Borg (Governmental Focal Point)

Mr Joseph Cole (Counsellor)

Mr Giovanni Miceli

Malta Environment and Planning Authority

Mr Ray Piscopo (Director, Environment Protection)

Mr Vincent Gauci

Ministry for Resources and Infrastructure

Mr Paul Mifsud (Permanent Secretary)

Malta Maritime Authority

Mr Charles Abela (Deputy Executive Director)

Capt David Bugeja (Deputy Harbour Master)

also

Mr Lawrence Micallef (former Operational Focal Point)

Syria

Ministry of State for Environmental Affairs

Mr Fouad Al O'K

Mr Hassan Mourjan

Tunisia

Ministry of Agriculture, Environment and Water Resources

Mr Malek Smaoui (Governmental Focal Point)

Office of the Merchant Marine and Ports

Mr Fayçal Lassoued (Directeur de la Flotte)

Turkey

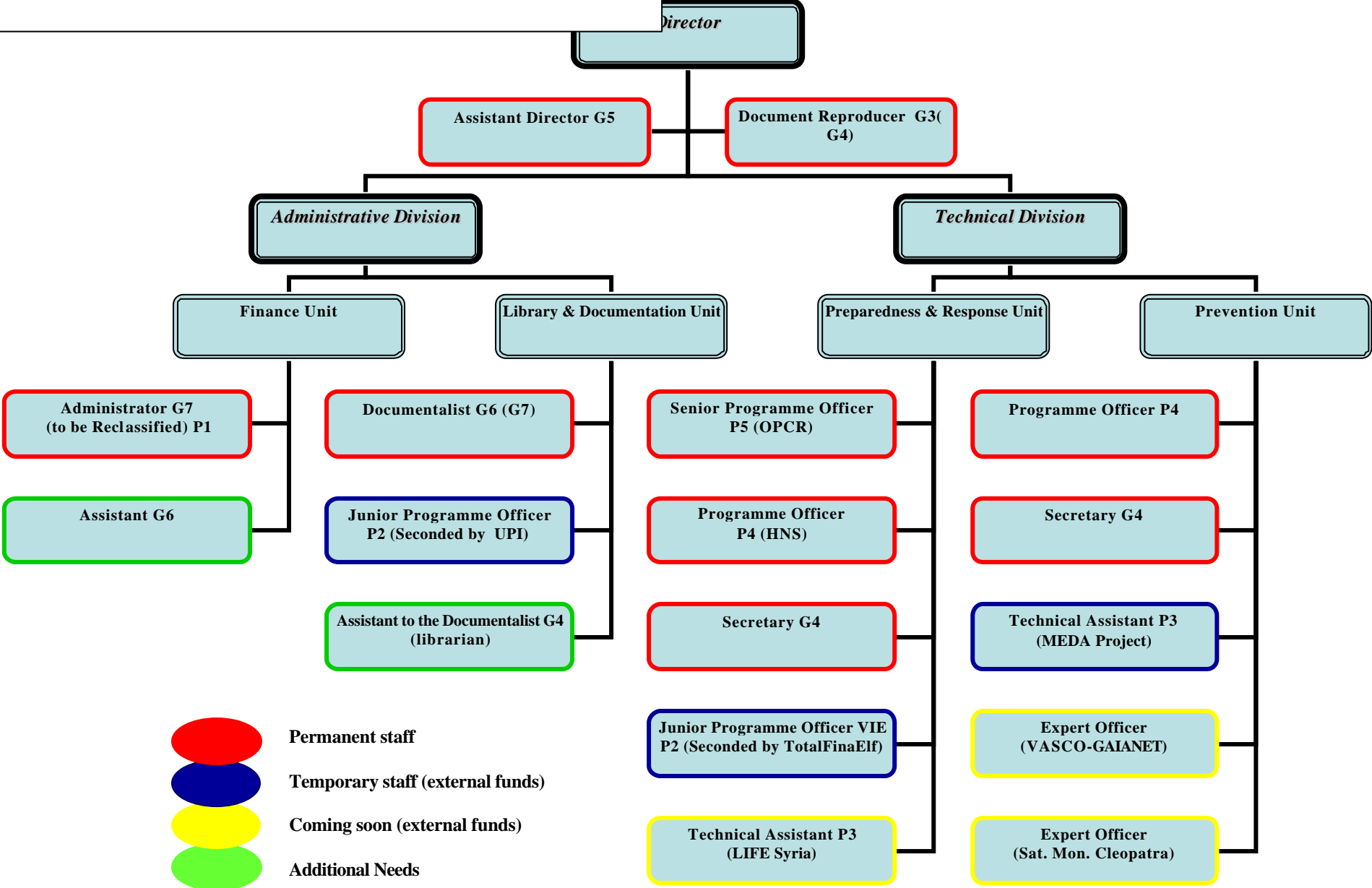
Ministry of Environment

Mr Ufuk Küçükay

Mediterranean Oil Industry Group (MOIG)

Mr André Lamy (Chairman of MOIG; Totalfinaelf, Syria)

appendix 3 rempec's organization chart



- Permanent staff
- Temporary staff (external funds)
- Coming soon (external funds)
- Additional Needs

Variations since July 2000:

a) New ratifications

SOLAS 74	Syria
SOLAS Protocol 78	Morocco, Syria,
SOLAS Protocol 88	Syria
LL Protocol 88	Algeria
CSC Convention 72	Lebanon
STCW F- Convention 78	Syria
Facilitation Convention 69	Lebanon, Malta
Int. Protocol 69	Morocco
CLC Protocol 92	Morocco, Turkey
Fund Protocol 92	Morocco, Tunisia
Salvage Convention 89	France, Syria
OPRC Convention 90	Slovenia
Bunkers Convention 01	Spain

b) Denunciations

CLC Convention 69	Italy, Malta, Morocco, Slovenia
CLC Protocol 79	Malta
Fund Protocol 71	Italy, Malta, Morocco, Slovenia
Fund Protocol 76	Malta

Annex 1 STRATEGY FOR THE IMPLEMENTATION OF THE PROTOCOL CONCERNING CO-OPERATION IN PREVENTING POLLUTION FROM SHIPS AND, IN CASES OF EMERGENCY, COMBATING POLLUTION OF THE MEDITERRANEAN SEA

1. INTRODUCTION

On 25 January 2002 the Contracting Parties to the Barcelona Convention agreed upon, and opened for signature, a new Protocol to the Barcelona Convention extending the remit of the original Emergency Protocol to include the prevention of pollution from ships, as well as continuing to deal with combating pollution in cases of emergency. The text of the new Protocol had been prepared following three Meetings of National Legal and Technical Experts (Malta, November 1998; Monaco, April 2001; and Malta, January 2002).

The decision of the Contracting Parties to adopt the new Protocol was anticipated at the Twelfth Ordinary Meeting of the Contracting Parties to the Barcelona Convention, held in Monaco, 17 November 2001, when the objectives and functions of the Regional Centre, i.e. REMPEC, were amended to specifically include prevention aspects within REMPEC's mandate.

However, the work on "prevention" did not start only with the adoption of the new Protocol. In June 1995 the Conference of Plenipotentiaries to the Barcelona Convention adopted in Barcelona the Action Plan for the Protection of the Marine Environment and the Sustainable Development of the Coastal Areas of the Mediterranean (MAP Phase II), which included *inter alia*, a component on prevention of pollution of the marine environment from ships. It identified a number of activities to be carried out with the assistance of REMPEC and with the co-operation of the International Maritime Organization (IMO). At the regional level this included:

- implementation of the Action Plan concerning the provision of adequate port reception facilities within the Mediterranean region (adopted in Cairo in December 1991);
- the promotion of regional co-operation in the field of Port State Control;
- the promotion of regional co-operation in monitoring marine pollution from ships, especially that from illegal discharges, by enforcing the provisions of MARPOL 73/78 more rigorously; and
- the development of technical guidelines for the establishment and operation of shore reception facilities for wastes generated by maritime transport related activities.

At the national level, MAP Phase II adopted in 1995 mandated REMPEC:

- to assist in the design and implementation of projects related to the establishment and operation of port reception facilities;
- to assist Contracting Parties which face difficulties in ratifying, implementing and enforcing the relevant international conventions.

The 1995 Action Plan was followed up by the adoption in November 1997, at the Tenth Ordinary Meeting of the Contracting Parties, held in Tunis, of a Regional Strategy on Prevention of Pollution of the Marine Environment by Ships. The strategy aims at strengthening national capacity and developing regional co-operation. It was agreed that the strategy would concentrate mainly on the following priority activities:

- a) monitoring the effective implementation of the relevant IMO Conventions by the Flag State, Port State and Coastal State;
- b) developing port reception facilities;
- c) safety of navigation;
- d) surveillance of discharges and prosecution of offenders;
- e) emergency towing.

These political decisions, adopted in advance of the Protocol, have also been accompanied by financial commitments for activities in the 2002/2003 biennium:

- US\$20,000 for an assessment of the maritime traffic in the Mediterranean and related risks (in collaboration with the Blue Plan and the oil/chemical industries);
- US\$60,000 for a workshop on the implementation of MARPOL 73/78 and the regional strategy on the new protocol.

In addition, work has started on a two-year MEDA project on port reception facilities for the collection of ship-generated garbage, bilge waters and oily wastes.

REMPEC has also commenced work on two new project proposals. Based on a French proposal, the first project will focus on three components:

- the improvement of the legal framework for prosecution and enforcement of illegal discharges, based on an assessment of existing national legislation in this field;
- capacity building of the human resources by training courses;
- aerial surveillance and remote sensing in the Mediterranean Sea.

The second project, named "Mare Nostrum", aims mainly at identifying maritime traffic patterns of oil and other hazardous and noxious substances in the Mediterranean region and risks associated with shipping of these products.

REMPEC expects to submit these projects for funding at the first available opportunity.

Taking into consideration new initiatives at the level of the EU that might lead to developing different approaches to the protection of the Mediterranean marine environment by the EU and non-EU coastal States, it is expected that the Contracting Parties will entrust MAP with playing a more representative role in promoting a common policy for the new Prevention and Emergency Protocol.

2. THE STRATEGY ON PREVENTION

The introduction to this document shows that much groundwork has already been done by both the Contracting Parties and by REMPEC to provide the foundations for a future strategy to implement the new Prevention and Emergency Protocol. The purpose of this document is to propose a detailed strategy for implementation of the Protocol which will form the basis of REMPEC's activities, and those of the Contracting Parties, for the next 12 years, i.e. until the end of 2015. It is proposed that the strategy should be based on two pillars:

- the prevention of illegal discharges from ships;
- the prevention of accidents.

The following chapters describe the specific objectives which, if achieved, will meet the general objectives set out in the two pillars above. For each specific objective certain goals are proposed which will also serve as criteria for indicating the success (or otherwise) of Contracting Parties in meeting the objectives. The role of REMPEC will, as over the past 27 years, be primarily one of assistance to the Contracting Parties in enhancing their national capacities and in facilitating the means for regional or sub-regional co-operation.

The meeting of REMPEC Focal Points on 12th -15th February 2003 will be the first opportunity for representatives of the Contracting Parties to discuss the proposed future strategy for implementation of the new Protocol. REMPEC proposes that the outcome of the discussion at the Focal Points' meeting will be a refined document to be submitted to the meeting of MAP Focal Points later in the year with the objective of seeking the approval of the Contracting Parties at their Thirteenth Ordinary Meeting in the autumn of 2003.

The implementation goals for the Prevention Protocol are set out in tabular form in Annex 1.1. It is obvious that not all goals can be achieved immediately and a timetable for implementation of the strategy is set out in Annex 1.2.

Full and effective implementation of the strategy will depend on three factors:

- the political will of Contracting Parties;

- the capacity of REMPEC to respond to the demands of Contracting Parties in the co-ordination and organisation of activities;
- adequate financial resources.

The political willingness of Contracting Parties to take action on the prevention of pollution from ships has already been demonstrated by the series of decisions taken during the 1990s, culminating in the adoption of the new Protocol in January 2002. However, as is evident from the readiness of States (not only Mediterranean States) to sign international conventions without the means for implementation and enforcement, further concrete action is necessary in order to give meaningful effect to the political and legal commitments which signature of the Protocol implies. In many cases lack of implementation and enforcement is a result of inadequate human and financial resources being allocated to carry out the tasks required. If the goals and objectives of the strategy for implementation of the Prevention and Emergency Protocol are to be achieved, it will be essential for all Contracting Parties to ensure that governments are aware of the importance of the issues covered and allocate sufficient resources to fulfil the tasks. Recent pollution events will surely help to focus government minds on the importance of addressing these issues.

Secondly, it will be important to ensure that REMPEC is given adequate resources in order to fulfil its tasks in assisting Contracting Parties to enhance their national capabilities and in facilitating regional co-operation. REMPEC's resources are already stretched to the limit and, although one additional professional post has been added to the REMPEC staff to deal specifically with the Prevention and Emergency Protocol, it can be envisaged that additional staff will be required during the next 12 years in order to enable REMPEC to fulfil its new mandate, as given to it at the Twelfth Ordinary Meeting of the Contracting Parties (Monaco, 2001). One solution may be to facilitate the secondment of officials from Contracting Parties to work at REMPEC for limited periods of time (e.g. two years). Such secondments would also have the additional benefit of enabling the seconded officers to deepen their understanding and knowledge of REMPEC's activities.

Third, there will undoubtedly be a need for additional financial resources if the activities described below are to be carried out. On the one part, it can be envisaged that some funds will become available from the specialised agencies of the UN system, e.g. IMO, to carry out tasks which also help to fulfil the mandates of these organisations and agencies. It can also be expected that the various funding mechanisms of the European Union will provide financial support for clearly defined projects which also meet their objectives. But inevitably there will also be a requirement for higher contributions from Contracting Parties into the Mediterranean Trust Fund if the strategy is to be implemented. The proposals for inclusion in the strategy have not been costed but Contracting Parties must be aware that they will not be achieved without adequate financial resources being made available.

3. GENERAL OBJECTIVE: (A) THE PREVENTION OF ILLEGAL DISCHARGES FROM SHIPS

3.1 Ratification of relevant international conventions

In addition to the Barcelona Convention itself, there are a number of international conventions which are relevant for the prevention of pollution from ships. The most important of these is the International Convention on the Prevention of Pollution from Ships, commonly known as MARPOL 73/78, and its six annexes. Other relevant conventions, mainly organised under the sponsorship of IMO, are listed in Annex 1.3. There remain a number of gaps in Mediterranean States' ratification of the relevant international conventions. It is therefore proposed that, in order to fill these gaps and omissions, all Mediterranean States take action, where necessary, to ratify the conventions and implement them in national regulations according to the following timetable:

The Contracting Parties agree on the following:

- a) All Mediterranean States to ratify MARPOL 73/78 and its remaining four annexes by [2007].
- b) All Mediterranean States (which have not already done so) to establish effective marine administrations in accordance with IMO guidelines by [2010].
- c) All Mediterranean States to ratify relevant international conventions other than MARPOL by [2012].
- d) All Mediterranean States to establish national regulations to implement MARPOL 73/78 by [2010] and other conventions by [2015].

3.2 Raising the standard of flag State and port State vessel inspections

Like any other international convention, the successful implementation of MARPOL 73/78 is very much dependent on ensuring that ships comply with the required standards of the convention at all times. This of course requires States to ensure that they have in place adequate flag State implementation and port State control procedures.

One of the important obligations of MARPOL 73/78 is the requirement that officers from the maritime administrations of coastal States carry out regular inspections of vessels visiting their ports to ensure that they comply with the relevant provisions of the Convention. The problem is that although checks may be carried out, the quality of the inspection can vary from port to port and from officer to officer. Although there is a need to increase the number of inspections in order to identify "rogue" ships, it is essential first to improve the quality of those inspections. It is suggested that this can be achieved by developing a standard procedure for carrying out vessel inspections which will be applied throughout the Mediterranean on a consistent basis and also by focussing more attention on the training of inspection officers.

The following goals are proposed to meet the specific objective of raising the standard of vessel inspections:

The Contracting Parties agree:

- a) To develop [by 2006] a uniform "Mediterranean" standard for vessel inspection procedures.

To request the Secretariat:

- b) To improve knowledge and expertise of inspection officers by establishing, through REMPEC, a programme to train [30] officers per year at an annual regional training course commencing in [2005].

3.3 To strengthen the Mediterranean Memorandum of Understanding (MoU) on Port State Control (PSC)

In order to enhance the effectiveness of individual States in carrying out inspections of ships under the MARPOL Convention, Memoranda of Understanding have been agreed by the States concerned to enhance their regional co-operation. The Paris MoU was adopted to strengthen co-operation between European States and ports and, in the mid-1990s, a MoU for the Mediterranean region was adopted with its headquarters in Alexandria and a decision that a database should be established in Morocco.

The EU directive 95/21/EC, which makes the Paris MoU mandatory for the EU States, sets out an inspection level of 25% of ships calling at European ports. The Mediterranean MoU sets out an inspection level of 15% inspections, but this target is not yet achieved.

Furthermore, by their very nature, vessels move from one region to another and trade between the Mediterranean and European ports is strong. It is therefore important to establish closer links between the two systems. At present, such links are not very effective and it is suggested that REMPEC could have an important role to play in facilitating information flow and undertaking some kind of co-ordination role between the two regional systems. Moreover, REMPEC might play a role in harmonizing and eventually integrating the two systems in a single one applicable to the entire region.

In order to achieve the specific objective of strengthening the Mediterranean Memorandum of Understanding on Port State Control,

The Contracting Parties agree:

- a) to mandate REMPEC to facilitate co-ordination of procedures and co-operation between the Paris MoU and the Mediterranean MoU.

3.4 Provision of reception facilities in ports

An important provision of the MARPOL 73/78 Convention is that all States Party to the Convention provide adequate facilities in their ports for the type of vessels visiting those ports and the different types of waste and

cargo residues generated. The lack of adequate reception facilities in Mediterranean ports has long been a matter of concern for the international community as well as the States themselves. The topic has been the subject of a number of studies and is currently being addressed by the MEDA project.

There are a number of problems associated with the lack of adequate port reception facilities in the Mediterranean region. The first is the lack of sufficient guidance on the technical requirements for providing appropriate reception facilities for the different types of ship-generated waste and cargo residues; this issue is being addressed in particular by the MEDA project. Secondly, there is the problem of ultimate disposal of the wastes in environmentally satisfactory conditions. This is essentially a waste management problem and requires the establishment of appropriate procedures between the port authority (which generally is not a waste disposal authority) and the local waste management authorities for the different types of waste (e.g. garbage comparable to municipal waste; oily wastes and sludges which may be suitable for delivery to refineries for reprocessing or to appropriate users as fuel oils). Thirdly, there is the question of cost for the provision of reception facilities and the need to observe, *inter alia*, the polluter pays principle which implies that the ships using the facilities should pay for their services. The EU Directive 2000/59 regulates this and other related issues as far as the EU Member States are concerned.

The question of payment for port reception facilities is an important issue in order to ensure that charges are not prohibitively high so as to encourage ships' masters to contravene the Convention by discharging wastes at sea. On the other hand, differences in practice between one port and the next, including whether or not waste management fees are charged as an additional cost to users of the reception facilities or are incorporated within the port due, can lead to distortions in the use of reception facilities and could lead to significant waste management burdens on those providing such facilities at cheaper cost. There would therefore seem to be a case for Mediterranean States to address this issue in order to ensure that waste management fees are not a disincentive to the use of reception facilities in Mediterranean ports.

In order to meet the specific objective of providing adequate reception facilities in ports,

The Contracting Parties agree on the following:

- a) To adopt by [2005] a Mediterranean policy on whether ships' use of reception facilities should be an additional charge or included within the port dues, with a view to achieving a harmonised system.
- b) For garbage:
 - i) all major ports to install facilities for the collection of garbage and procedures for its disposal by [2007];
 - ii) collection and disposal procedures for garbage to be in place for all Mediterranean ports by [2010].
- c) For bilge waters and oily wastes:
 - i) all major ports to establish collection and disposal procedures for bilge waters and oily wastes by [2007];
 - ii) collection and disposal procedures for bilge waters and oily wastes to be in place for all Mediterranean ports by [2010].
- d) For ballast water:

all Mediterranean terminals to comply with the provisions of the proposed Ballast Water Convention when it is finalised by [2012], if necessary in advance of the requirements of the Convention.

3.5 Improved Port State control of ship-generated wastes

The provision of port reception facilities is not an end in itself but the means to achieve an end, namely the prevention of marine pollution by illegal discharges. However, some vessels may have sufficient dedicated storage capacity on board to deliver their wastes at another port of call without risking illegal discharge at sea. In such cases it is important to establish a system whereby a port notifies the authorities in the vessel's next port of call about the status of the ship's waste storage conditions in order that the authorities in the next port of call can inspect the vessel to ensure that there has been no illegal discharge in transit.

In some cases the port authorities may deem it essential that the ships concerned deliver their waste to port reception facilities before leaving the port. It is important, therefore, that the appropriate port authorities have adequate national powers to enforce such a decision.

In order to meet the specific objective of improved control of ship-generated wastes,

The Contracting Parties agree on the following:

- a) The establishment, [by 2015], of a system of notification to a vessel's next port of call of the status of its onboard retention of bilge waters and oily wastes and garbage.
- b) The implementation by all Mediterranean States of national regulations, [by 2010], empowering maritime authorities to require, if they deem it necessary, the Masters of vessels to discharge wastes into designated port reception facilities before sailing.

3.6 Improved monitoring and surveillance of illegal discharges

With the exception of France, Italy and Greece, which have already set up aerial surveillance of the waters under their jurisdiction, there is a general lack of monitoring and surveillance of Mediterranean waters which is necessary for effective implementation of the MARPOL Convention. This lack of surveillance allows – even encourages – irresponsible ships' Masters to discharge dirty ballast waters or oily sludges, or even garbage, without fear of detection.

If the Prevention and Emergency Protocol is to have any meaning, it will be essential for Contracting Parties to embark on a regular system of national aerial surveillance. The burden of surveillance may be shared by allowing the aircraft of a neighbouring State to over fly the waters under the jurisdiction of another State for the purposes of monitoring the Convention. There are at least four regions of the Mediterranean which apparently lend themselves to such sub-regional co-operation (see below). Nevertheless, the aerial surveillance should always be complemented by maritime patrols by vessels.

In addition to surveillance by aircraft and patrol boats, surveillance of the Mediterranean by satellite is also a promising option for improving the detection of illegal discharges. The Director of REMPEC has succeeded in negotiating an agreement with the European Space Agency (ESA) under which the Agency will contract one person for one year at the Environmental Risk Monitoring Centre to analyse the data received from European satellites and identify possible pollution events in the Mediterranean. In the longer term it could be envisaged that REMPEC would act as the agency to receive and assess such satellite data and pass on information about possible pollution incidents to the nearest coast State. In order to reduce the costs on the REMPEC budget, it is proposed that staff for this activity should be provided by representatives of the Contracting Parties who could be seconded to REMPEC on a rota basis. This would also have the added advantage of improving the capacities of the seconded staff and increasing their knowledge and expertise.

In order to meet the specific objective of improved monitoring and surveillance of illegal discharges,

The Contracting Parties agree on the following:

- a) To establish, by [2006], systems and procedures for national aerial surveillance in the waters under the jurisdiction of Contracting Parties and to report the results to the regular meetings of REMPEC Focal Points.
- b) To establish, by [2007], sub-regional systems, including the conditions to over-fly the waters under the jurisdiction of a neighbouring State if the Parties so agree, for aerial surveillance of the following sensitive and/or high risk zones of the Mediterranean Sea:
 - i) of the Sanctuaire du Cétacé;
 - ii) of the channel between Sicily and Cap Bon;
 - iii) of the Adriatic Sea;
 - iv) of the south-east Mediterranean, including the approaches to the Suez Canal.

To request the Secretariat:

- c) To establish a Memorandum of Understanding with the European Space Agency (ESA) whereby [from 2006] REMPEC will act as the focal point between ESA and coastal States on possible pollution incidents identified by satellite.

3.7 To improve the level of enforcement and the prosecution of discharge offenders

Even though many Mediterranean States have ratified the MARPOL Convention, not all countries have yet established a national legal framework to implement the convention and, in particular, a comprehensive framework to enforce the provisions and prosecute offenders. In some countries there may even be the need to raise the level of awareness among government officials as to the importance of this issue if illegal discharges from ships are to be tackled seriously. An assessment of the current legal situation and the enforcement capacity in terms of inspection officers is the one of the objectives of the proposed project described in section 1. Although the subject is complex, much progress has been made within the framework of the Bonn Agreement for dealing with pollution incidents in the North Sea and there is considerable scope for Mediterranean States to benefit from this experience.

In order to achieve the specific objective of improving the level of enforcement and the prosecution of discharge offenders within the Mediterranean region:

The Contracting Parties agree on the following:

- a) All Mediterranean States to establish a national legal framework (regulations) as a basis for prosecuting discharge offenders by [2010 at the latest].
- b) To achieve the harmonisation of penalties (fines) by [2010] with a view to ensuring even-handed treatment of discharge offenders throughout the Mediterranean region.
- c) To agree [by 2010] to share collected data, and accept the evidence gathered by other States, to ensure the successful prosecution of discharge offenders (Masters and shipowners).

To request the Secretariat:

- d) To provide training, through REMPEC, of enforcement officers from marine administrations and lawyers on the relevant issues needed to secure successful prosecutions in court, e.g. procedures for the collection of data, submission of evidence to courts, etc., with the aim of achieving the necessary expertise in all Mediterranean States by [2010].

The measure of success of this specific objective will be shown by an increase in the number of cases where offenders are prosecuted in the courts of Mediterranean States.

3.8 To reduce the pollution problems generated by pleasure craft

[NOTE: THIS PARAGRAPH MIGHT NEED TO BE REVISED IN THE LIGHT OF THE RESULTS OF THE MEETING IN MONACO IN JANUARY 2003]

In 2001 REMPEC conducted a survey on national and port regulations applicable to pollution prevention and adverse environmental effects from pleasure craft in the Mediterranean Sea. On the basis of this survey, REMPEC prepared a set of draft Recommendations, which were published in 2001. REMPEC has requested that, when elaborating national counter measures regarding pollution from pleasure craft, the Contracting Parties take the 15 Recommendations into account. It is proposed that the Recommendations could form the basis of stronger measures within the Mediterranean region in order to prevent marine pollution from pleasure craft.

In order to meet the specific objective of reducing pollution problems generated by pleasure craft, the Contracting Parties agree:

To request the Secretariat:

- a) To establish, not later than [2005], a regional workshop to examine in depth REMPEC's draft Recommendations and to prepare firm guidelines for adoption by the Contracting Parties.

The Contracting Parties agree that:

- b) All Mediterranean States shall report by [2008] on the measures they have taken to implement the adopted guidelines.

4. GENERAL OBJECTIVE: (B) THE PREVENTION OF ACCIDENTS

It is envisaged that there may be several areas of activity where the Prevention and Emergency Protocol will create a synergy with other aspects of the Mediterranean Action Plan (MAP). Where necessary, the work of REMPEC should create linkages with other components of the MAP and the identification of sensitive areas is one such topic of mutual interest (see specific objective 4.4).

The first step would be to obtain more comprehensive and up-to-date information on current maritime traffic in the Mediterranean, and this is already the focus of the proposed "*Mare Nostrum*" project.

4.1 Ratification of relevant international conventions, including those related to the response to accidents

It is evident that not all Mediterranean States have yet ratified the international conventions which are relevant to the prevention of accidents and the response to such incidents. A list of the conventions concerned is shown in Appendix 1. In order that there is a comprehensive legal basis for the prevention of accidents in the Mediterranean Sea and the measures for responding to those accidents, it is important that Mediterranean States take the necessary action to ensure that the relevant conventions are ratified and implemented nationally. As part of its existing mandate, REMPEC will continue to assist any State which requests advice in this respect.

In order to achieve the specific objective of ratification of the relevant international conventions,

The Contracting Parties agree on the following:

- a) All Mediterranean States to ratify all relevant international conventions by [2007] and implement them in national law by [2010].

4.2 Reduced risk of collisions by establishment of additional Vessel Traffic Separation (VTS) routes

Some VTS schemes have already been established in the Mediterranean and there is also an EU Directive on the subject concerning the waters under the jurisdiction of Member States. However, it is evident from preliminary discussions with some Contracting Parties to the Barcelona Convention that there is scope for creating additional VTS, at least in narrow passages and in the region of the most sensitive coastal areas.

In order to meet the specific objective of reducing the risk of collisions by the establishment of additional VTS routes, the Contracting Parties agree:

To request the Secretariat:

- a) To identify the main shipping lanes for vessels carrying oil and other hazardous and noxious substances (HNS) by [2006].
- b) In conjunction with the appropriate MAP/Regional Activity Centres (RACs), to identify by [2006] sensitive areas in need of protection (see also specific objective 4).

The Contracting Parties agree:

- c) To propose to IMO by [2008] additional VTS in the Mediterranean for adoption not later than [2010].

4.3 Improved control of maritime traffic

Vessel Traffic Management Schemes (VTMS), whereby vessels' positions are constantly monitored by radio links with coastal stations in order to track their routes, are already established in some areas of the Mediterranean. There have already been incidents where vessels which may pose a threat of pollution have "disappeared" from the knowledge and control of the nearest coastal State and there is a case for establishing

additional VTMS in the Mediterranean region in order to effectively implement the Prevention and Emergency Protocol.

In addition to improved monitoring of vessel traffic, there is also a case for considering the circumstances in which oil and other hazardous and noxious substances are transported by bulk in single hull tankers prior to their phasing out according to the timetable established under MARPOL 73/78. For example, the use of single hull tankers could be restricted to less persistent oils.

In order to implement the specific objective of improving the control of maritime traffic in the Mediterranean,

The Contracting Parties agree on the following:

- a) To review the conditions for the transport of oil and other HNS in single hull tankers with a view to establishing [by 2007] a Mediterranean standard in conformity with the international regulations.
- b) To identify by [2006] those areas of the Mediterranean where control of maritime traffic would be improved by the establishment of Vessel Traffic Management Schemes and to complete approval procedures by [2010].

To request the Secretariat:

- c) To negotiate with GEF on behalf of Contracting Parties the international financial assistance required to establish the VTMS by [2010].

The goal will be that buildings and sites will be provided by Contracting Parties, VTMS equipment will be installed, and operating personnel will be trained in order for the VTMS to be fully operational by [2015].

4.4 Identification of Particularly Sensitive Sea Areas (PSSAs)

As is well known, the Mediterranean Sea has been designated as a Special Area under the Annexes I and V of the MARPOL Convention. It is also open to Contracting Parties to identify Particularly Sensitive Sea Areas as zones requiring special protection. The IMO adopted Guidelines for the Identification and Designation of Particularly Sensitive Sea Areas in November 2001.

A PSSA is an area that needs special protection through IMO because of its significance for recognised ecological, socio-economic, or scientific reasons and because it may be vulnerable to damage by international shipping activities. In order for an area to be identified as a PSSA, it must meet certain criteria which are specified in the IMO Guidelines. If a PSSA is accepted by IMO, the designated area will be eligible for associated protective measures, eg as an area to be avoided, and will be identified as such on charts.

In order to meet the specific objective of identifying Particularly Sensitive Sea Areas, the Contracting Parties agree:

To request the Secretariat:

- a) To identify, by [2006], in conjunction with the appropriate MAP/RACs and Contracting Parties, those areas which should be designated as PSSAs.
- b) To obtain the approval of the Meeting of the Contracting Parties and IMO, by [2010], to the designation of the PSSAs in the Mediterranean.

4.5 Improved standard and quality of seafarers certified by the Contracting Parties

The International Convention on Standards of Training, Certification and Watchkeeping for Seafarers, 1978 as amended in 1995 (STCW), which entered into force in February 1997, establishes the basic requirements on training, certification and watchkeeping for seafarers on an international level. One especially important feature of the Convention is that it applies to ships of non-party States when visiting ports of States which are Parties to the Convention. The Convention requires Parties to apply the control measures to ships of all flags to the extent necessary to ensure that no more favourable treatment is given to ships entitled to fly the flag of a State which is not a Party than is given to ships entitled to fly the flag of a State that is a Party.

Under the Convention, Parties are required to provide detailed information to IMO concerning administrative measures taken to ensure compliance with the Convention, education and training courses, certification procedures and other factors relevant to implementation.

In order to meet the specific objective of improving the standard and quality of seafarers, the Contracting Parties agree:

To request the Secretariat:

- a) To improve the knowledge and expertise of seafarers by establishing, with IMO support, a training programme in STWC, the ISM Code and related maritime standards.

The Contracting Parties agree that:

- b) All Mediterranean States shall submit the necessary information to IMO by [2007] concerning the administrative measures they have taken nationally to ensure compliance with the STWC Convention 1995.

4.6 To establish places of refuge in order to minimise the risks of widespread pollution

In the aftermath of the incident involving the fully laden tanker Castor which, in December 2000, developed a structural problem in the Mediterranean Sea, as well as of other major accidents outside the Mediterranean region, IMO has been giving consideration at the global level to the problem of places of refuge for disabled vessels. The Sub-Committee on Safety of Navigation has prepared draft Assembly resolutions on guidelines on places of refuge for ships in need of assistance, but where safety of life is not involved. (Where safety of life is involved, the provisions of the SAR Convention should be followed.)

The purpose of the IMO guidelines is to provide ships' Masters, shipowners, salvors and Member Governments with a framework enabling them to respond effectively and in such a way that, in any given situation, the efforts of the Master and owner of the ship and the efforts of the government authorities are complementary. A second draft Assembly resolution, on the establishment of Maritime Assistance Services to be a focal point for the receipt of various reports and notifications required by various IMO instruments, has also been prepared for adoption by the IMO Assembly in November 2003.

Although the status of the drafted IMO Resolutions on places of refuge has not yet been determined, it could be worthwhile for Mediterranean States to consider in greater depth the modalities for establishing places of refuge within the Mediterranean region. These could also consider, for example, guidelines on additional equipment which would be required in places of refuge to facilitate cargo transfers in environmentally safe conditions.

In order to meet the specific objective of establishing places of refuge to minimise the risks of widespread pollution,

The Contracting Parties agree on the following:

- a) To define, by [2006], the modalities for establishing places of refuge in conformity with the guidelines adopted at the international level.
- b) All Mediterranean States to have identified and established at least one place of refuge by [2008].
- c) All places of refuge to be reinforced with additional equipment by [2015].

4.7 To ensure that adequate emergency towing capacity is available throughout the Mediterranean to assist vessels, including tankers, in distress

Once a vessel gets into difficulties, or risks becoming a hazard to other vessels, it is vitally important to do everything possible as quickly as possible to save life (if necessary), to prevent her going aground or creating a hazard, and to prevent her cargo or bunkers from spilling. In this connection, emergency towing may be used to remove the ship and cargo from a place of danger to one of safety, such as a sheltered anchorage or port of

refuge. If a vessel breaks down completely, or is too far from a safe anchorage to be able to reach it under her own steam, one sure way to prevent a grounding or becoming a hazard to other vessels is for a tug to reach her, attach a line and prevent her from drifting towards hazards or into shipping lanes.

The Intervention Convention 1969, and its protocol of 1973, provide powers to States Parties to “intervene” to prevent a pollution incident, including imposing towing requirements if necessary.

Tugs vary enormously in their purposes and capacity. The most significant measure is “bollard pull”: the rating given to a towing craft measured in tonnes force. Under reasonable weather conditions a tug or supply ship with a rated bollard pull of 100 tonnes would be capable of towing a fully laden Very Large Crude Carrier (VLCC), but a tug with a bollard pull of 150 tonnes would be needed to control a VLCC successfully in bad weather. A bollard pull of about 125 tonnes should be enough in most circumstances for a ship to be held in position.

Most harbours have tugs to escort and manoeuvre vessels into their berths, but their capacity for emergency use is limited. Berthing tugs generally operate in sheltered waters and are not designed for sea-keeping. Many tugs have bollard pulls of 6 tonnes or less; such tugs rarely have a bollard pull in excess of 60 tonnes.

In order to meet the specific objective of ensuring adequate emergency towing capacity throughout the Mediterranean, the Contracting Parties agree:

To request the Secretariat:

- a) To evaluate, by [2006], the capacity, number and location of tugs throughout Mediterranean ports.

The Contracting Parties agree:

- b) To adopt, by [2010], Mediterranean guidelines on emergency towing including, if appropriate, agreements on sharing towing capacity between neighbouring States.

4.8 Prevention of accidents in ports

The majority of pollution incidents occur in ports and oil terminals and, even though they may be of relatively small size (usually less than 7 tonnes), they nevertheless constitute a threat to the marine environment that should be addressed.

There are already safety management systems adopted for use on ships and it is suggested that the Mediterranean region could take the lead in adopting a similar system for safety management in ports and oil terminals. This would be a long-term project covering issues such as operating procedures, personnel safety and training, recommended equipment, etc with the overall objective of improving port safety and reducing pollution incidents.

In order to meet the specific objective of the prevention of accidents in ports,

The Contracting Parties agree on the following:

- a) To prepare and adopt, by [2010], a comprehensive Safety Management System for use in ports and oil terminals comprising procedures, personnel training and equipment requirements.
- b) All Mediterranean States to report by [2015] on the measures taken to implement the Safety Management System.

5. GENERAL OBJECTIVE: (C) PREPARATION FOR RESPONSE TO MAJOR POLLUTION INCIDENTS

Although this document deals primarily with the strategy for implementing the prevention provisions of the new Prevention and Emergency Protocol, it should perhaps be emphasised that REMPEC and Contracting Parties will continue to work under the Protocol on their long-established remit to prepare for and respond to pollution incidents involving oil or other hazardous and noxious substances. Although there has been much progress in

the past 26 years in improving national capabilities and enhancing regional co-operation, the framework is not static and will continue to evolve in the future. There is, however, less need for a strategy document to guide future work. There are, nevertheless, two specific objectives which could be added to the existing mandate.

[NOTE: THE ABOVE PARAGRAPH MIGHT NEED TO BE MODIFIED/AMENDED IN ACCORDANCE WITH THE RESULTS OF THE CURRENTLY ONGOING PROCESS OF REMPEC EVALUATION]

5.1 To enhance the levels of pre-positioned equipment under the direct control of Mediterranean States

A problem which faces many countries which are parties to the Barcelona Convention is where to find the financial resources to provide the State component of an overall minimum level of combating equipment. Obligations can be placed upon port authorities and oil handling facilities to provide sufficient equipment to meet the estimated spill risks associated with their activities. However, accidents in open waters are outside the jurisdiction of port authorities and oil handling facilities. Furthermore, accidents in open waters involving laden oil tankers are the most likely to cause serious pollution incidents, even if they occur at a lower frequency than the smaller spills which arise in ports and terminals.

One possibility for finding the finance to build up an adequate level of State-owned equipment is to establish a mechanism whereby the owners of oil are charged a levy on every tonne of oil which is imported or exported. The proceeds of the levy could be placed in a dedicated Fund, the purpose of which would be to build up a stock of oil spill combating equipment. Such a Fund could either stand independently or could become part of any established Environment Protection Fund.

In order to reduce the risk of pollution incidents, it could be envisaged that the levy should be doubled wherever oil is transported in tankers which are not protected by double hulls. Furthermore, financing the purchase of such equipment could be enhanced by administrative fines imposed on discharge offenders.

In order to meet the specific objective of enhancing the levels of pre-positioned equipment under the direct control of Mediterranean States,

The Contracting Parties agree:

- a) To establish by [2010], national legal frameworks to enable Governments to levy an appropriate “eco tax” on all imports/exports of oil and refined products, or alternative arrangements, in order to establish a dedicated fund for the purchase of pollution combating equipment.

6. CONCLUSIONS

The Meeting of REMPEC Focal Points is invited to consider the suggestions in the preceding paragraphs as a basis for a strategy for implementing the new Prevention and Emergency Protocol. For ease of reference, the specific objectives are listed in Annex 1 together with the goals (success criteria) to indicate whether the objectives are being achieved. A timetable of the activities for meeting the specific objectives is contained in Annex 2.

ANNEX 1.1 IMPLEMENTATION GOALS FOR THE PREVENTION AND EMERGENCY PROTOCOL

GENERAL OBJECTIVE: (A) PREVENTION OF ILLEGAL DISCHARGES FROM SHIPS

Specific Objective	Goal (Success Criteria)
1. Ratification of relevant international conventions (see Appendix 1)	<ul style="list-style-type: none"> a) All Mediterranean States to have ratified MARPOL 73/78 and all six Annexes by [2007]. b) All Mediterranean States to have established effective marine administrations in accordance with the IMO guidelines by [2010]. c) All Mediterranean States to have ratified all relevant international conventions by [2012]. d) All Mediterranean States to have established national regulations to implement MARPOL 73/78 by [2010] and other conventions by [2015].
2. Raising the standard of vessel inspections	<ul style="list-style-type: none"> a) To develop [by 2006] a uniform "Mediterranean" standard for vessel inspection procedures. b) To improve knowledge and expertise of inspection officers by establishing, through REMPEC, a programme to train [30] officers per year at an annual regional training course commencing in [2005].
3. To strengthen the Mediterranean Memorandum of Understanding (MoU) on Port State Control (PSC)	<ul style="list-style-type: none"> a) REMPEC to be mandated by the Contracting Parties to facilitate co-ordination of procedures and co-operation between Paris MoU and Mediterranean MoU.
4. Provision of adequate reception facilities in ports	<ul style="list-style-type: none"> a) To adopt by [2005] a Mediterranean policy on whether ships' use of reception facilities should be an additional charge or included within the port dues, with a view to achieving a harmonised system. b) For garbage: <ul style="list-style-type: none"> i) all major ports to have installed facilities for the collection of garbage and procedures for its disposal by [2007]; ii) collection and disposal procedures for garbage to be in place for all Mediterranean ports by [2010]. c) For oily wastes and slops: <ul style="list-style-type: none"> i) all major ports to have established collection and disposal procedures for oily wastes and slops by [2007]; ii) collection and disposal procedures for oily wastes and slops to be in place for all Mediterranean ports by [2010]. d) For ballast water: all Mediterranean terminals to comply with the provisions of the proposed Ballast Water Convention [by [2012], if necessary in advance of the requirements of the Convention].
5. Improved port State control of ship-generated wastes	<ul style="list-style-type: none"> a) Establishment, [by 2015], of a system of notification to a vessel's next port of call of the status of its onboard retention of oily wastes and slops, garbage, sewage and, if appropriate, liquid chemical wastes. b) Implementation by all Mediterranean States of national regulations, [by 2010], empowering maritime authorities to require, if they deem it necessary, Masters of vessels to discharge wastes into designated port reception facilities before sailing.
6. Improved monitoring and	<ul style="list-style-type: none"> a) To establish by [2006], systems and procedures for national aerial surveillance in waters under the jurisdiction of Contracting

surveillance of illegal discharges	<p>Parties and reporting results to meetings of REMPEC Focal Points.</p> <p>b) To establish, by [2007], sub-regional systems, including the conditions to over-fly the waters under the jurisdiction of a neighbouring State if the Parties so agree, for aerial surveillance of the sensitive and/or high risk zones of the Mediterranean Sea:</p> <ul style="list-style-type: none"> i) Of the Sanctuaire du Cétacé; ii) Of the channel between Sicily and Cap Bon; iii) Of the Adriatic Sea; iv) Of the south-east Mediterranean, including the approaches to the Suez Canal. <p>c) REMPEC to establish a Memorandum of Understanding with the European Space Agency (ESA) whereby [from 2006] it will act as the focal point between ESA and coastal States on possible pollution incidents identified by satellite.</p>
7. To improve the level of enforcement and the prosecution of discharge offenders	<p>a) All Mediterranean States to have established national legal framework (regulations) as a basis for prosecuting discharge offenders by [2010 at the latest] (see also objective 1(d)).</p> <p>b) Harmonization of penalties (fines) by [2010] with a view to ensuring even-handed treatment of discharge offenders throughout the Mediterranean region.</p> <p>c) Agreement [by 2010] to share collected data, and accept the evidence gathered by other States, to ensure the successful prosecution of discharge offenders (Masters and ship owners).</p> <p>d) Training to be provided, through REMPEC, for enforcement officers and lawyers on relevant issues, e.g. collection of data, submission of evidence to courts, etc, with the aim of achieving the necessary expertise in all Mediterranean States by [2010].</p> <p>e) Prosecution of offenders shown by increase in cases brought to court.</p>
8. To reduce the pollution problems generated by pleasure craft	<p>a) Establishment, not later than [2005], of a regional workshop to examine in depth REMPEC's draft Recommendations and the preparation of firm guidelines for adoption by the Contracting Parties.</p> <p>b) Reports from all Mediterranean States by [2008] on measures taken to implement guidelines.</p>

GENERAL OBJECTIVE: (B) PREVENTION OF ACCIDENTS

Specific Objective	Goal (Success Criteria)
1. Ratification of relevant international conventions (see Appendix 1), including those related to the response to accidents	a) All Mediterranean States to have ratified all relevant international conventions by [2007] and implemented in national law by [2010].
2. Reduced risk of collisions by establishment of additional Vessel Traffic Separation (VTS) routes	<p>a) To identify main shipping lanes for vessels carrying oil and other hazardous and noxious substances (HNS) by [2006].</p> <p>b) In conjunction with the appropriate MAP/Regional Activity Centres (RACs), to identify by [2006] sensitive areas in need of protection (see also specific objective 4).</p> <p>c) To propose to IMO by [2008], additional VTS in the Mediterranean for adoption not later than [2010].</p>
3. Improved control of maritime traffic	a) To review the conditions for the transport of oil and other HNS in single hull tankers with a view to establishing [by 2007]

	<p>a Mediterranean standard in conformity with international regulations.</p> <p>b) To identify by [2006] those areas of the Mediterranean where control of maritime traffic would be improved by the establishment of Vessel Traffic Management Schemes (VTMS).</p> <p>c) REMPEC to negotiate with GEF on behalf of Contracting Parties the international financial assistance required to establish the VTMS by [2010].</p> <p>d) Buildings and sites to be provided by Contracting Parties, VTMS equipment to be installed, and operating personnel to be trained in order for the VTMS to be fully operational by [2015].</p>
4. Identification of Particularly Sensitive Sea Areas (PSSAs)	<p>a) To identify by [2006], in conjunction with the appropriate MAP/RACs and Contracting Parties, those areas which should be designated as PSSAs.</p> <p>b) To obtain the approval of the Meeting of the Contracting Parties and IMO, by [2010], to the designation of the PSSAs in the Mediterranean.</p>
5. Improved standard and quality of seafarers certified by the Contracting Parties	<p>a) To improve knowledge and expertise of seafarers by establishing, through REMPEC (with IMO support) an annual training programme in STWC, the ISM Code and related maritime standards.</p> <p>b) To ensure that, by [2007], all Mediterranean States have submitted the necessary information to IMO concerning the administrative measures taken to ensure compliance with the STWC Convention 1995.</p>
6. To establish places of refuge in order to minimise the risks of widespread pollution	<p>a) To define, by [2006], the modalities for establishing places of refuge in conformity with the international guidelines.</p> <p>b) All Mediterranean States to have identified at least one place of refuge by [2008].</p> <p>c) All places of refuge to be reinforced with additional equipment by [2015].</p>
7. To ensure that adequate emergency towing capacity is available throughout the Mediterranean to assist vessels, including tankers, in distress	<p>a) REMPEC to evaluate, by [2007], the capacity, number and location of tugs throughout Mediterranean ports.</p> <p>b) Contracting Parties to adopt by [2010], Mediterranean guidelines on emergency towing including, if appropriate, agreements on sharing towing capacity between neighbouring States.</p>
8. Prevention of accidents in ports	<p>a) To prepare and adopt, by [2010], a comprehensive Safety Management System for use in ports and oil terminals comprising procedures, personnel training and equipment requirements.</p> <p>b) All Mediterranean States to report by [2015] on the measures taken to implement the Safety Management System.</p>

GENERAL OBJECTIVE: (C) PREPARATION FOR RESPONSE TO MAJOR POLLUTION INCIDENTS

Specific Objective	Goal (success criteria)
1.To enhance the levels of pre-positioned equipment under the direct control of Mediterranean States	a) To establish, by [2010], national legal frameworks to enable Governments to levy an appropriate “eco tax” on all imports/exports of oil and refined products in order to establish a dedicated fund for the purchase of pollution combating equipment.

ANNEX 1.3 LIST OF RELEVANT INTERNATIONAL CONVENTIONS

1. International Conventions dealing with maritime safety and prevention of pollution from ships:

- the International Convention on Load Lines, 1966 (LL 1966);
- the International Convention for the Safety of Life at Sea, 1974 (SOLAS 1974);
- the International Convention for the Prevention of Pollution from Ships, 1973, as amended by the 1978 Protocol relating thereto (MARPOL 73/78);
- the International Convention on Standards of Training, Certification and Watchkeeping for Seafarers, 1978 as amended in 1995 (STCW 1995);
- the Convention on the International Regulations for Preventing Collisions at Sea, 1972 (COLREG 1972);
- the International Convention on Tonnage Measurement of Ships, 1969 (TONNAGE 1969);
- the ILO Merchant Shipping (Minimum Standards) Convention, 1976 (No. 147), and the Protocol of 1996 thereto;
- the International Convention on the Control of Harmful Antifouling Systems on Ships, 2001.

2. International Conventions dealing with combating pollution:

- the International Convention on Oil Pollution Preparedness, Response and Co-operation, 1990 (OPRC); and the Protocol on Preparedness, Response and Co-operation to Pollution Incidents by Hazardous and Noxious Substances 2000 (OPRC-HNS Protocol);
- the International Convention relating to Intervention on the High Seas in Cases of Oil Pollution Casualties, 1969 (INTERVENTION 1969) and its Protocol relating to Intervention on the High Seas in Cases of Pollution by Substances other than Oil, 1973 (INTERVENTION PROTOCOL 1973);
- the International Convention on Salvage, 1989 (SALVAGE 1989).

3. International Conventions dealing with liability and compensation for pollution damage:

- the International Convention on Civil Liability for Oil Pollution Damage, 1992 (CLC 1992);
- the International Convention on the Establishment of an International Fund for Compensation for Oil Pollution Damage, 1992 (FUND 1992);
- the International Convention on Liability and Compensation for Damage in connection with the Carriage of Hazardous and Noxious Substances by Sea, 1996 (1996 HNS Convention);
- the International Convention on Civil Liability for Bunker Oil Pollution Damage, 2001.

ANNEX 2 LOGICAL FRAMEWORK REGIONAL MARINE POLLUTION EMERGENCY RESPONSE CENTRE FOR THE MEDITERRANEAN SEA: GENERAL OBJECTIVE

(Principal source: *Protocol Concerning Co-operation in Combating Pollution of the Mediterranean Sea by Oil and Other Harmful Substances in Cases of Emergency*, Barcelona, 16 February 1976)

GENERAL OBJECTIVE (long-term outcome)	INDICATORS	ASSUMPTIONS
<p>Establishment of a framework for co-operation in taking the necessary measures in cases of grave and imminent danger to the marine environment, the coast or related interests of one or more Contracting Parties due to the presence of massive quantities of oil or other harmful substances resulting from accidental causes or an accumulation of small discharges (<i>from Article 1 of the Emergency Protocol, 1976</i>).</p>	<ol style="list-style-type: none"> 1. Adoption of National Contingency Plans (NCPs) by all Contracting Parties. 2. Establishment of a regular regional forum to discuss operational, technical, legal and other issues. 3. Adoption and implementation of procedures for co-operation. 4. Establishment of a body of trained personnel in the region. 5. Access to adequate equipment means to combat pollution incidents. 6. Qualitative indicator: opinion of officials in Contracting Parties on the extent to which the objective has been achieved. 	<ul style="list-style-type: none"> • Acceptance by Contracting Parties of the need for action and participation at the national and regional levels. • Budgetary approval is obtained for activities from the Mediterranean Trust Fund (MTF). • Additional funds are obtained from external sources to finance activities. • Adequate financial and human resources are made available by Contracting Parties.

ANNEX 3: LOGICAL FRAMEWORK FOR SPECIFIC ACTIVITIES ON OIL POLLUTION

<p>SPECIFIC OBJECTIVES (1976) (Source: <i>Annex to Resolution 7, adopted 16 February 1976</i>)</p>	<p>1. To strengthen the capacities of coastal States (<u>oil</u>)</p>	<p>2. To facilitate co-operation to combat massive <u>oil</u> pollution.</p>	<p>3. To assist, on request, the development of national capabilities (<u>oil</u>).</p>	<p>4. To facilitate information exchange on <u>oil</u> pollution.</p>	<p>5. To facilitate technical co-operation on <u>oil</u> pollution.</p>	<p>6. To facilitate training on <u>oil</u> pollution.</p>	<p>7. As a later objective, the possibility of initiating operations to combat <u>oil</u> pollution at the regional level.</p>
<p>EXPECTED RESULTS</p>	<ul style="list-style-type: none"> • Competent national authorities able to deal effectively with oil pollution incidents. • Legal and institutional frameworks enacted and implemented. • A minimum level of pre-positioned oil spill combating equipment commensurate with the spill risk. 	<ul style="list-style-type: none"> ▪ A network of regional focal points. • Established procedures for pollution reporting and requesting assistance. • Closer co-operation between neighbouring States. • Expert advice if needed. • Closer co-op with oil industry resources. 	<ul style="list-style-type: none"> • Approved and tested National Contingency Plans (NCPs) in all Contracting Parties. • Improved knowledge and expertise of national experts. 	<ul style="list-style-type: none"> • Better informed national experts. • Information database at REMPEC readily accessible to Contracting Parties. 	<ul style="list-style-type: none"> • National experts better informed on specific matters of scientific and technical expertise. • Information/expertise brought in from outside the region. 	<ul style="list-style-type: none"> • Improved knowledge and expertise of national experts. • Development of inter-personal links at regional level. 	<ul style="list-style-type: none"> • The functioning of REMPEC as an operational centre taking the lead in combating oil pollution incidents outside the territorial waters or jurisdiction of any of the CPs.

(Annex 3, continued 1)

<p>OUTPUTS</p>	<ol style="list-style-type: none"> 1. Technical advice and assistance provided through REMPEC. 2. Catalogues of equipment and inventories of experts. 3. Ratifications of relevant international conventions, e.g. OPRC, MARPOL, CLC and Fund Conventions. 	<ol style="list-style-type: none"> 1. Regular meetings of REMPEC Operational Focal Points. 2. POLREP pollution reporting system. 3. Establishment of Sub-Regional Contingency Plans (SRCPs). 4. Bilateral or multilateral exercises. 5. Establishment of Mediterranean Assistance Unit (MAU). 6. Establishment of Mediterranean Oil Industry Group (MOIG). 	<ol style="list-style-type: none"> 1. National Contingency Plans prepared and adopted with REMPEC assistance. 2. National exercises carried out with REMPEC assistance. 3. National training courses and seminars organised by REMPEC trained personnel. 	<ol style="list-style-type: none"> 1. Regional Information System (RIS). 2. Information bulletins circulated to Contracting Parties. 3. Re-organised REMPEC library. 	<ol style="list-style-type: none"> 1. Publication of Principles, Guidelines and Recommendations. 2. Technical seminars. 	<ol style="list-style-type: none"> 1. Regional training courses (national training courses are dealt with under specific objective 3) 	<p>Nil.</p>
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(Annex 3, continued 2)

ACTIVITIES	<ol style="list-style-type: none"> 1. Raising awareness of the importance of effective implementation of the Emergency Protocol. 2. Providing technical advice and assistance on request. 3. Establishing data on national resources and compilation of catalogues and inventories. 4. Encouraging membership of international conventions. 	<ol style="list-style-type: none"> 1. Organisation of meetings of REMPEC Operational Focal Points. 2. Preparation of POLREP system. 3. Secretariat duties and instigator for SRCPs. 4. Organisation of bilateral or multilateral exercises: alarm exercises and equipment deployment exercises. 5. Negotiation of MoU for expertise to be provided under the MAU. 6. Liaison with MOIG. 	<ol style="list-style-type: none"> 1. Assistance provided to Contracting Parties on the preparation of NCPs. 2. Assistance provided to national authorities on the organisation of national exercises. 3. Organisation of national training courses and seminars. 4. Providing technical advice on the selection of spill response equipment. 	<ol style="list-style-type: none"> 1. Compilation and updating of RIS. 2. Distribution of information to REMPEC Focal Points. 3. Re-organisation of REMPEC library to disseminate and exploit its information more effectively. 	<ol style="list-style-type: none"> 1. Preparation of Principles, Guidelines and Recommendations. 2. Organisation of technical seminars. 3. Liaison with other regional agreements. 	<ol style="list-style-type: none"> 1. Organisation of regional and sub-regional training courses. 	<p>Never implemented.</p>
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(Annex 3, continued 3)

<p>INPUTS</p>	<ul style="list-style-type: none"> • Missions to Contracting Parties by REMPEC Director. • Missions plus written and telephone advice by REMPEC technical staff. • Information provided by Contracting Parties and external sources. • REMPEC Secretariat. • Budget. 	<ul style="list-style-type: none"> • REMPEC Director and staff. • Counterpart staff in Contracting Parties including REMPEC Focal Points. • Expertise from outside. • Oil industry personnel. • Budget. 	<ul style="list-style-type: none"> • REMPEC Director and staff. • External consultants. • Competent national authorities and national experts. • Budget. 	<ul style="list-style-type: none"> • REMPEC Director and staff. • Budget. 	<ul style="list-style-type: none"> • REMPEC Director and staff. • Budget. 	<ul style="list-style-type: none"> • REMPEC Director and staff. • Budget. 	
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ANNEX 4 LOGICAL FRAMEWORK FOR SPECIFIC ACTIVITIES ON POLLUTION BY OTHER HARMFUL SUBSTANCES

<p>SPECIFIC OBJECTIVES (1989) (Source: <i>Annex to Resolution 7 related to the objectives and functions of the Regional Centre, adopted 6 October 1989</i>)</p>	<p>OUTPUTS*</p>	<p>ACTIVITIES*</p>	<p>INPUTS*</p>
<p>1a) To strengthen the capacities of coastal States (oil and <u>other harmful substances</u>)</p> <p>1b) To facilitate co-operation to respond to pollution incidents (oil and <u>other harmful substances</u>).</p>	<ol style="list-style-type: none"> 1. Technical advice and assistance provided through REMPEC. 2. Database on chemicals, crude oils and refined products, and packaged chemicals washed ashore. 3. Ratifications of relevant international conventions, e.g. 2000 Protocol to OPRC, Civil Liability for HNS (HNS 1996 Convention). 4. Establishment of Mediterranean Assistance Unit (MAU) for chemicals. 5. Co-operation with chemical industries. 	<ol style="list-style-type: none"> 1. Providing technical advice and assistance on request. 2. Establishing and maintaining TROCS database. 3. Encouraging membership of relevant international conventions. 4. Negotiation of MoU for expertise to be provided under the MAU. 5. REMPEC links to industry and participation in relevant international fora, e.g.: <ul style="list-style-type: none"> ▪ MOIG ▪ ICE Chemical Response Centres ▪ APELL process (OECD). 	<ul style="list-style-type: none"> • Missions plus written and telephone advice by REMPEC technical staff. • Information provided by Contracting Parties and external sources. • Chemical industry personnel. • REMPEC Secretariat. • Budget.

*The primary purpose of the 1989 decision on the objectives and functions of REMPEC was to give the Regional Centre a specific mandate to work on "other harmful substances". Consequently, the outputs, activities and inputs in Annex 4 relate only to the additional work specifically on other harmful substances. The work on oil pollution continued, as set out in Annex 3.

(Annex 4 page 2)

SPECIFIC OBJECTIVES (1989)	OUTPUTS*	ACTIVITIES*	INPUTS*
<p>2a) To assist, on request, the development of national capabilities (oil and <u>other harmful substances</u>).</p> <p>2b) To facilitate: i) information exchange; ii) technical co-operation; iii) training on oil and <u>other harmful substances</u>.</p>	<p>1. Extension of NCPs to include “other harmful substances”.</p> <p>2. Publication of reports and guidelines on chemical issues.</p> <p>3. Training courses and seminars containing sessions on pollution by chemicals.</p>	<p>1. Assistance provided to Contracting Parties.</p> <p>2. Compilation and updating of chemical component of RIS.</p> <p>3. Compilation and updating of TROCS database.</p> <p>4. Organisation of training on chemicals.</p>	<ul style="list-style-type: none"> • REMPEC Director and staff. • External consultants. • Competent national authorities and national experts. • Budget.
<p>3. As a later objective, the possibility of initiating operations to combat pollution by oil or <u>other harmful substances</u>.</p>	<p>Nil</p>	<p>Never implemented.</p>	<p>Nil.</p>
<p>4. To provide a framework for exchange of information on operational, technical, scientific, legal and financial matters.</p>	<p>Regular meetings of REMPEC Focal Points.</p>	<p>Organisation of meetings of REMPEC Operational Focal Points.</p>	<ul style="list-style-type: none"> • REMPEC Director and staff. • Budget.

*The primary purpose of the 1989 decision on the objectives and functions of REMPEC was to give the Regional Centre a specific mandate to work on “other harmful substances”. Consequently, the outputs, activities and inputs in Annex 4 relate only to the additional work specifically on other harmful substances. The work on oil pollution continued, as set out in Annex 3.

MANAGEMENT PERFORMANCE AUDIT
OF THE
REGIONAL MARINE POLLUTION EMERGENCY RESPONSE CENTRE
FOR THE MEDITERRANEAN SEA (REMPEC)

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MANAGEMENT PERFORMANCE AUDIT
OF THE
REGIONAL MARINE POLLUTION EMERGENCY RESPONSE CENTRE
FOR THE MEDITERRANEAN SEA (REMPEC)

1.00 INTRODUCTION

This report describes the management performance audit of the Regional Marine Pollution Emergency Response Centre for the Mediterranean Sea (REMPEC) carried out by GAP Advisory Services Limited, hereinafter referred to as the Auditor, in line with our consultancy agreement REMPEC/CONT/15/2002.

1.10 context of audit

As set out on page 6 of the main evaluation report prepared by Peter Hayward Associates, hereinafter referred to as the Evaluator, this management performance audit is intended to complement the evaluation carried out by the Evaluator.

1.11 SCOPE OF THE AUDIT

The scope of the management performance audit, which are set out in the Auditor's Terms of Reference, cover the key activities undertaken by REMPEC since its creation. However, due to various restrictions and limitations, particular attention has been paid to the period between 1991 and 2001.

The auditor has focused on the following:

- The identification of REMPEC's monetary objectives;
- The formulation of the logical approach for the audit;
- The identification of any financial and administrative constraints;
- The formulation of suggested solutions to the constraints identified;
- The comparison of budgets to actual results of activities;
- The review of the reasons for the variances between actual results and budgets;
- The evaluation of the adequacy or otherwise of the Centre's financial and administrative resources in relation to the activities and results expected from the Centre;
- The determination of the extent in which the Project has been undertaken and performed in a cost effective manner;
- The review of the effectiveness of the financial support given to the Centre.

2.00 audit approach

2.10 knowledge OF rempec

In order to obtain a clear understanding of the objectives and activities carried out by REMPEC and by the Centre's staff and consultants, the auditor has had interviews with the following personnel:

- The Director of REMPEC, Rear Admiral Roberto Patrino;
- The Senior Programme Officer of REMPEC, Mr. Darko Domovic;
- The Administrator of REMPEC, Mr. Chris Sacco, and
- Some of the other permanent staff members and seconded experts working at REMPEC.

The auditor was given full and unrestricted access to all of REMPEC's archives and documentation, which included the following:

- Biennial Project Terminal Reports prepared since 1991;
- Quarterly reports prepared by IMO and submitted to UNEP;
- Monthly reports prepared by REMPEC and submitted to IMO;
- Relevant financial reports;
- Lists of REMPEC Focal Points; and
- Contact details of external consultants who have assisted REMPEC in the organisation of training courses and seminars, exercises, and the provision of technical assistance.

Some reports, which were not available in Malta, had to be requested from and were actually obtained from the Finance Department of IMO in London.

It should be noted that some delays were encountered in the retrieval of some reports, which had been compiled several years prior to this audit. Unfortunately, these delays effected the scheduled duration of the audit of the Centre.

The interviews and reports mentioned above were utilised to build up a logical approach to this assignment. In fact, most of the administrative and financial constraints, which were identified by the auditor, are the result of the data, which was extracted from these reports and from the information gathered during the interviews with the management and staff of REMPEC.

REMPEC is one of six Regional Activity Centres (RAC) and Programmes of the Mediterranean Action Plan (MAP). The Mediterranean Co-ordinating Unit in Athens administers the MAP.

REMPEC is unique among the MAP/RACs in that it is the only Centre not directly administered by MEDU. It is in fact an organ of the International Maritime Organization (IMO) and it is to IMO that REMPEC reports directly on financial matters.

3.00 identification of REMPEC's monetary objectives

3.10 MONETARY OBJECTIVES

The monetary objectives of REMPEC comprise the following:

- To attract enough financial resources to carry the operational objectives as set from time to time by the Contracting Parties in their meetings prior to the formulation of the Centre's biennial budgets;

- To use in full the budgeted financial resources allocated to the Centre;
- To use the budgeted financial resources for the specified purposes identified in the biennial budgets;
- To operate the Centre in accordance in accordance with generally accepted management practices thereby safeguard its assets and interests;

4.00 FINANCIAL & ADMINISTRATIVE CONSTRAINTS AND SOLUTIONS

From our review of the financial documentation of the Centre and following the information gathered from our interviews with the management and staff of REMPEC, we have identified the following administrative and financial constraints.

For each constraint, which we have noted in this report, we have set out also our recommended solution, which would solve the problem if implemented by the Centre and/or by the Finance Department of IMO.

4.11 Constraint 1 – Assistant to Administrator

Presently, the administrator of the Centre holds a secretarial grade i.e. G7, even though he performs the roles of administrator, accountant and bookkeeper for REMPEC which duties are more of a professional level. Staff grades below professional level are normally given to “General Services Personnel” where the post entails secretarial responsibilities whilst professional grades are for “Professional Personnel” entrusted with higher levels of responsibilities as a direct consequence of the intellectual level of the assigned job.

The overload of work and duties, which the administrator has to face, appears to be made even worse due to the very tight reporting deadlines, which must be met every month for the submission of the monthly reports to the Finance Department of IMO in London.

Brief descriptions of some of the jobs that are presently performed by the administrator are the following:

- The Administrator inputs all of the daily transactions, which make up the detailed accounting records in Exchequer accounting software. He then reconciles all bank accounts, all receipts, all expenditures, and all project status reports. He also prepares the following reports on a monthly basis:
- A Malta Pounds Account Monthly Transaction report (from Exchequer);
- A US Dollars Monthly Transaction report (from Exchequer);
- A Reconciliation of Project Expenditure report;
- A Reconciliation of the Bank Balances with the Cash Book (from Exchequer);
- Copies HSBC Bank Statements supporting the monthly transactions;
- Status reports for the various Projects (from Exchequer and Excel);
- Detailed report of Non-Expendable Equipment acquired; and
- Explanatory Reports for all problems noted and for all variances from budgets.

As a direct consequence of the above, the Administrator appears to be grossly overworked and over burdened with too many roles and duties relating to the day-to-day management of the Centre.

Although the adoption of the highly effective Exchequer Accounting software has improved the Administrator's position, the extreme time frames within which he has to operate and report might result with sub-optimal reporting standards and performance.

4.12 Recommendation 1 – APPOINTMENT OF ASSISTANT ADMINISTRATOR

We suggest that an Assistant to the Administrator at G 7 level is engaged as soon as possible so that:

- The Assistant may start to input the daily transaction data into the computer programs;
- The Administrator could then perform with his Assistant the extensive and time consuming checks and control procedures which are presently carried out by the Director in conjunction with the Administrator; This will automatically enhance the control procedures of the Centre as a new tier of procedural controls would have been introduced into the control system.
- A system of "Reporting By Exception" could be introduced whereby the Administrator only reports to the Director any shortcomings or deviations from the prescribed control procedures which he uncovers from his control checks over his Assistant Administrator;
- The Director could then perform only "ad hoc" checks over the controls exercised by Administrator over his Assistant. The effect of these ad hoc checks performed by the Director at irregular intervals is that they will create an effective deterrent over staff to perform their duties and tasks in the prescribed manner.
- The Director himself would also be liberated from the time consuming tasks of checking, verifying and signing for each and every transaction reported by the Administrator in his reports. Consequently, the Director would have more time to concentrate on the more important aspects related to the management of the Centre.
- The grade of the Administrator should be upgraded to Professional Level 1 i.e. P 1 whilst the grade of the Assistant to the Administrator would be G 7. The appropriate grading of personnel is considered to of fundamental importance in any well-organised entity where staff motivation is emphasised.

4.21 Constraint 2 – Fixed Assets Register (Non-Expendable Equipment)

Capital expenditure incurred by the Centre is classified as Non-expendable Equipment. Over the years, the Centre's budgets and accounts have disclosed substantial amounts for expenditure of a capital nature.

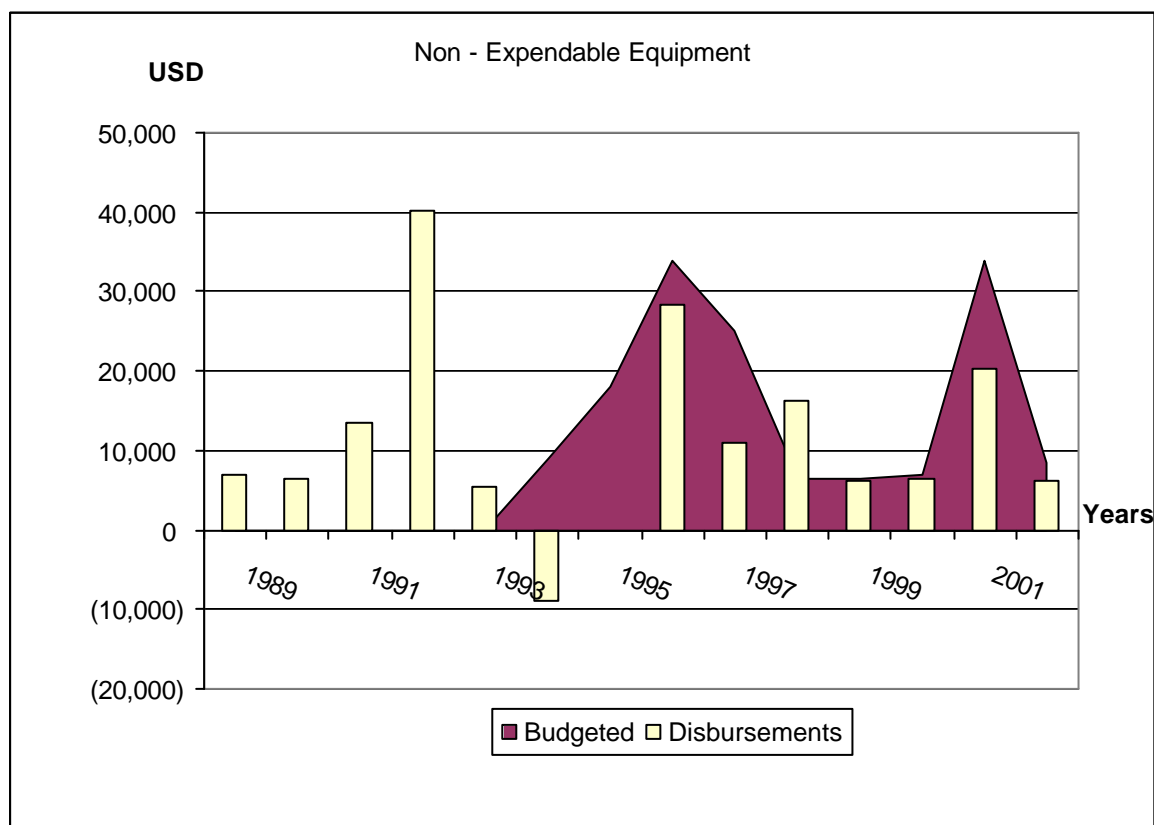
These annual investments in fixed assets, which in total have amounted to USD158257, are recorded within the annual records without a comprehensive picture being compiled of all the fixed assets owned by the Centre.

The Centre presently prepares an inventory of all fixed assets acquired and this list is forwarded to the Finance Department of IMO on a regular basis. Recently, an extensive exercise has been carried whereby all fixed assets presently held by the Centre have been tagged and referenced.

Table No. 1: Non - Expendable Equipment (Capital Expenditure)

Year	Budgeted	Disbursements	Unliquidated Obligations	Total Expenditure	Variance
	USD	USD	USD	USD	USD
1989	N/A	6,938		6,938	(6,938)
1990	N/A	6,539		6,539	(6,539)
1991	N/A	13,525		13,525	(13,525)
1992	N/A	40,150	35,100	75,250	(75,250)
1993	N/A	5,505	5,000	10,505	(10,505)
1994	9,000	(9,011)		(9,011)	18,011
1995	18,000	0		0	18,000
1996	33,780	28,241		28,241	5,539
1997	25,000	10,873		10,873	14,127
1998	6,500	16,320		16,320	(9,820)
1999	6,500	6,142	493	6,635	(135)
2000	7,000	6,508	0	6,508	492
2001	33,848	20,403	28,381	48,784	(14,936)
2002	8,500	6,164	0	6,164	2,336
Totals	148,128	158,297	68,974	227,271	(79,143)

Graph No. 1: Non - Expendable Equipment (Capital Expenditure)



4.22 Recommendation 2 – compilation of a Fixed assets register

We recommend that the Finance Department of the Centre compile a Fixed Assets Register (FAR) which will include all the office and other equipment, computers, furniture and other fixed assets, which have been acquired by the Centre over the years. As a direct consequence of the implementation of the FAR all of the Centre's fixed assets will be properly documented.

The compilation of a computerised Fixed Assets Register, possibly using the Exchequer Accounting software, will also ensure that the Centre's insurance policies have a complete and comprehensive cover of all of its fixed assets and that these assets are insured at the appropriate monetary values so as to avoid problems with any possible claims.

The FAR will disclose the following details for each fixed asset pertaining to the Centre:

- The date of acquisition as disclosed on the supplier's invoice;
- The details of the supplier of the asset;
- The reference number of the supplier's invoice;
- Details of the asset including its serial number, the department or office where it is located and the employee who is utilizing the asset; and
- The rate at which the assets will be depreciated, the annual depreciation charge, the total accumulated depreciation reserve at the start of the period and at the end of the period, and the estimated residual value on final disposal;

The Director of the Centre has the responsibility to safeguard the property and assets belonging to the Centre, which have been entrusted to him in the administration of the Centre. The Director also has the duty to protect the interests of the Centre by introducing all the necessary procedures and controls that reduce and prevent the possibility of errors, fraud and non-compliance with laws and regulations.

The existence and implementation of the Fixed Assets Register will significantly aid the Director to perform his duties and fulfil his obligations by creating a very comprehensive system of control over the Centre's property and fixed assets.

4.31 Constraint 3 – manual Delivery of Reports

The Administrator at REMPEC inputs the daily transactions of the Centre in the Exchequer Accounting Software, which is an off-the-shelf accounting package, bought from a local software supplier. These transactions are generated from the supporting vouchers and documentation.

The Exchequer accounting software, which was purchased and introduced during 2002, does not give the user the facility to effect any modifications to its operating instruction modes. This effectively means that once the data has been input into the system, it cannot be altered or deleted without leaving a visible transaction in its comprehensive audit trail.

The Administrator has adapted the standard ledger structures, as supplied by the software house, to comply with the budget structure, as approved by the Finance Department of IMO.

The Administrator verifies all the daily bank transactions to the supporting documents. Monthly bank reconciliation statements are prepared by the Administrator whereby all bank accounts are reconciled to external third party documentation which in this case is represented by the detailed bank statements generated by the Centre's bankers, namely HSBC Bank Malta plc.

Our review of these reconciliation statements and of the check of the daily vouchers has not uncovered any anomalies. It is very apparent that these reconciliation and procedural controls are being performed to very high standards as strict margins of errors are being implemented.

The advantages of adopting a proper accounting package at the Centre have proved to be a very wise decision. Our review has shown that the time taken by the Administrator to input all the data and to generate the detailed monthly reports on his own and without any assistance has improved considerably. What is even more appreciable is the fact that this significant improvement has been attained without any loss in standard of accounting and reporting. In reality the direct opposite has happened as the level and quality of reporting has improved significantly as a result of this decision.

The Administrator then compiles the end of month reports on Exchequer, which are exported to Microsoft Excel in a user generated hand-shaking routine, which appears to function very efficiently in terms of time and accuracy.

The Administrator generates the monthly transaction and status reports using Microsoft Excel in manual hard copy paper format, which reports are then submitted to IMO in London via Pony Express courier service. The Director reviews all these reports and verifies their content to all supporting documents. He then proceeds to signify his approval of each document by signing each and every page when it has been finalised to his satisfaction.

The transmission of these reports in manual hard copy paper format via courier creates the following problems:

- Very tight time-frames for the preparation and finalisation of these reports by the Administrator in Malta;
- This tight reporting deadline situation is made even worse as the Finance Department of the Centre only receives its own reports from the local Bank only after an extensive period of time following the end of the month has elapsed; and
- Precious time is wasted in the delivery of the documents to IMO in London by courier by the fifth day following the month being reported;

4.32 Recommendation 3 – ELECTRONIC Delivery of Reports

The Finance Department of REMPEC already generates its reports using Microsoft Excel and Exchequer Accounting Software. Both these programs give the user extensive facilities to export the data in ASCII format, which was generated in the specific report formats. The software's ability to export the transaction data in ASCII is very important as this file format is considered to be the format, which most computer programs are designed to accept when transferring electronic data.

Consequently, there exist the possibility for the Centre to transmit its reports in electronic format to IMO Finance Department in London via email either in ASCII format or in any other format, which is acceptable to IMO.

When these reports are transmitted in electronic format, two main problems are automatically solved:

- The possibility of inputting errors by IMO is eliminated;
- The time taken by the courier to take the manual documents from Malta to London is saved as the transmission of the electronic data is quasi instantaneous;
- The Centre's Finance Department in Malta will gain a few extra days to finalise its reports thereby reducing the risk of errors due to the extensive pressures involved; and
- IMO's Finance Department in London will itself gain a few extra days to finalise its own reports thereby relieving some of the time pressures induced by the strict deadlines involved.

- A meeting should be arranged between the relevant personnel of the Finance Departments of IMO and of REMPEC so that this new procedure should be discussed and adopted as soon as possible so as to reap the resulting advantages in the shortest time frame possible.

4.41 Constraint 4 – IMO Quarterly Reports

IMO Finance Department in London generates quarterly reports based on the monthly transactional reports, which it receives from REMPEC in Malta. These quarterly reports are compiled from the hard copy paper documents received by courier each month.

IMO Finance Department submits these quarterly reports to UNEP in Nairobi in hard copy format. These quarterly reports are not copied to REMPEC Finance Department in Malta for verification prior to submission to UNEP and this has created problems in the past as various errors have been made in the compilation of these documents.

IMO is also responsible for incurring certain expenditures on behalf of REMPEC which costs are included in the Centre's budget. Presently there appears to be a lack of dialogue between the Finance Departments of IMO and REMPEC as the Centre has only been informed that these funds have been expended and deducted from the allocated funds only after the event has occurred. This has resulted with the generation of incorrect reports by the Centre, which then have to be corrected to take into consideration these transactions.

4.42 Recommendation 4 – IMO Reports to be copied to and verified by rempec

It has already been suggested elsewhere in this report that Rempec should be allowed to transmit its reports to IMO electronically to cut down on the delivery time required by the courier and to eliminate the risks of errors emanating from the re-inputting of data by IMO staff from manual hard copy paper reports.

The IMO Finance Department should also have the possibility to send to Rempec's Finance Department a draft version of these quarterly reports, possibly in electronic format via email, so that they can be reviewed and checked by the Centre's Finance Department in Malta before they are submitted to UNEP in Nairobi.

If the software presently used by IMO in London does not support the export of its report data in ASCII format than it should be sent in PDF format. We would like to point out that most personal computer systems nowadays include a scanner, which can scan any document and remit that file in PDF format via email as a file attachment in a matter of minutes. Thus the report prepared by IMO can be sent to REMPEC in Malta for verification in a very short period of time.

This procedure will enhance the quality of these reports as all parties concerned will then know that adequate verification and cross checking procedures would have been implemented in the generation of these quarterly reports. Consequently, these improved procedures will result with reduced frequency of errors, which in turn will greatly enhance the confidence of the users of these reports.

We think that if better communication procedures are adopted to improve the dialogue between the Finance Departments of IMO and of REMPEC, especially where IMO utilises any funds which have been budgeted and allocated to REMPEC are concerned, then the improvements in the management and reporting of the Centre both by IMO and by the Director would be greatly enhanced.

We also suggest that IMO should circulate to the Director and to the Administrator of the Centre a copy of the final version of the reports sent to UNEP in Nairobi.

4.51 Constraint 5 – Director's Autonomous Limit

The Director of REMPEC has the authority to enter into contractual obligations with external consultants and effect related payments up to a maximum limit of USD10,000 (Ten Thousand US Dollars only) on each and every transaction. Any transaction falling within the Director's authority limit does not need to be approved in advance by IMO's Contracts Panel.

The Contracts Panel of IMO in London must approve transactions exceeding the Director's authority level as these control procedures are intended to minimize the risk of mismanagement and financial wrongdoing in the operations of the Centre by any Director.

This procedural control is also supported by the detailed monthly transactions report, which is generated by the Centre and submitted to IMO in London. It should be noted that each and every transaction, which the Centre has carried out in that month, is disclosed in this report. As a result of these procedures, the Centre's accountability to IMO is already significantly high and the Finance Department of IMO gets a comprehensive audit trail of all the Centre's transactions on a regular basis.

To date it appears that all the recommendations made by the Director to the Contract's Panel of IMO have always been considered to be acceptable to IMO and they have approved these transactions without refusing any requests.

Unfortunately, the positive objectives of these controls are often outweighed by the bureaucratic nature of these procedures, which result with unavoidable delays in the issuing of these authorizations. Consequently, the commencement of projects is often delayed beyond scheduled dates as a direct consequence of these delays.

4.52 Recommendation 5 – raise Director's Autonomous Limit to USD30,000

The Centre cannot afford to have project timetables being extended and falling behind schedule as a direct result of delays in authorisation from the Contracts Panel of IMO. A review of the operations of the Centre has shown that the appointment of external consultants has always been done in a correct and unbiased manner and the Panel has always approved the requests made by the Director.

The inefficiencies resulting from these downtimes can be easily improved if the authority limit of the Director of REMPEC is increased to, at least, USD30,000 (Thirty Thousand US Dollars only).

Confidence levels will not be significantly reduced or undermined by this increase in the Director's authority limit as the other procedural controls and reporting requirements are comprehensive and the Finance Department of IMO could implement reporting by exception if they wish to obtain any additional information regarding any specific transaction.

We believe that the authority limit of the Director of REMPEC should be raised to USD30,000 as this would be commensurate with the actual duties and responsibilities which are being carried out by the Director of the Centre in the management of REMPEC.

4.61 Constraint 6 – inadequate IT Backup procedures

As expected from an organisation operating in a modern technological climate aimed at attaining its objectives in the most efficient and timely manner, the Centre has management information systems, which are computer orientated.

The Centre has a local area network (LAN) based on a network server, which server is situated at the Centre's own premises in Manoel Island Malta. The Centre has delegated one of its own staff to act an IT Administrator (ITA). Amongst other things, the presumed ITA has the duty to monitor, maintain, improve and cater for all of the Centre's infotech requirements.

All the electronic data, which is compiled by the various authorised users logged on to the network, is stored centrally on the Centre's server. Normal acceptable IT operating protocols and systems are being implemented on this LAN except as noted in these paragraphs.

So as to have a separate copy of all the electronic data generated on the Centre's LAN, the IT Administrator makes a daily backup of the data on a reliable backup medium. The IT administrator uses recordable compact discs (RCD) to store this data and these backup diskettes are stored at the Centre for any eventual retrieval of data if and when the needs arises.

As the RCD's, which are used for backing up the Centre's electronic data are stored on site, this appears to be a flaw in this comprehensive IT system. In the eventuality that the premises of REMPEC had to incur significant damage resulting from a natural disaster or emanating from some other catastrophic event such as a widespread fire at its premises, both the Centre's server and the backup diskettes could suffer irreparable damage and all or part of the data stored thereon could be lost and become irretrievable. This would definitely cause serious problems to the Centre's operating capability and it would result with substantial loss to the Centre.

4.62 Recommendation 6 – adoption of adequate IT Backup procedures

The objective of implementing a system of electronic data backups is to protect the Centre's IT capabilities and to enable the Centre to operate from alternate premises if the need had to arise.

This objective is being attained only partially as the IT system's data is being backed up on a reliable electronic medium but the only backup which is being made is actually being stored on site i.e. at the Centre. It should also be noted that the backup RCD's are being stored in a normal lockable cabinet.

We suggest that the Centre purchases a fireproof safe, which would be located in the most secure place, identified on site. All backup media could then be stored inside this fireproof safe. It should be noted that these special storage safes clearly show on their exterior that no valuables or monies are stored therein.

We also recommend that two backup diskettes be made on a daily basis by the IT Administrator or by any other authorised person in the absence of the ITA. One set of the backup RCD would be stored in the Centre's fireproof safe. Whilst the second set of the backup RCD would be taken off-site and secured at a predetermined safe location which would have been identified specifically for this purpose. As a result of this system, the Centre's operating capabilities would be protected in the best manner possible.

4.71 Constraint 7 – ADOPTION OF FIRE-WALL AND NETWORK ANTI-VIRUS

During our review we have noted that the Centre has the capability to communicate electronically with the outside world via email. The registered users logged on to the LAN can send and receive emails directly from their desk as the server computer system incorporates a modem which effectively links the Centre to the Internet.

Unfortunately, the use of electronic communication via email has helped the spread of computer viruses. These computer viruses attach themselves to the email messages and enter the computer in stealth form via back doors without the knowledge of the user. Most viruses are dangerous as their aim is to cause substantial damage to the computer systems, which they invade by manipulating or destroying the electronic data stored on the hard discs or on the server.

To protect the LAN and server from computer viruses which may be introduced either via the Internet or by any of the users logged on to the LAN, the Centre has purchased licensed anti-virus software which it has installed on its LAN.

We would like to point out that the anti-virus software does not protect a computer system from external hackers who may try to access the system without authorisation. The objective of hackers is to gain access to confidential information, which may then be copied, manipulated and/or destroyed. Hackers have also been known to implant viruses into a computer, which will then manipulate or destroy the computer files of the invaded system.

4.72 Recommendation 7 - INADEQAUTE LAN Protection

As the Centre's authorised users have access to the Internet directly from their desk via the server, we recommend that a network based anti-virus software system be introduced.

An anti-virus software which is designed for a stand-alone computer system will only monitor and protect the files and data on one single computer which may or may not be linked to the Internet via modem.

A network version of anti-virus software is designed specifically for installation on a network. This software will have the capability to track the movement of all files located on any computer forming part of the LAN. The software will also systematically monitor and check all files stored on each and every computer forming part of and logged on to the LAN. Some types of anti-virus software include hardware controls in that they do not allow PC users to introduce data via floppy drives so as to protect the integrity of the LAN.

The network anti-virus software will also check out all incoming and outgoing files for viruses and it automatically block any infected files, which it detects. Besides blocking the infected files, the software will inform the IT Administrator of the infection and it will detail the source, nature and danger level of the problem.

The Centre also needs to purchase a Fire-Wall Protection system to protect its LAN from external hackers. The fire-wall system will comprise software, which is designed only to allow authorised access into the LAN. The fire-wall software will be installed on to a designated computer specifically designed for this purpose, which will be used only for the transmission of data in and out of the LAN, as all such transactions will be routed to this computer.

In this way, the Centre's electronic data and systems will be adequately protected by appropriate software and hardware controls so as to minimise the risks that are associated with this type of catastrophic events.

4.81 Constraint 8 – Absence of Professional IT Administrator

In order to keep the Centre's operating and staff costs as low as possible, one of the temporary personnel has been assigned the additional duties of IT Administrator on and above his normal responsibilities.

Therefore at the present time, the Centre does not employ the services of what appears to be an appropriately trained IT Administrator. The assigned person presently acting as ITA has done his best to build a comprehensive IT system and implement correct IT procedures that, as far as he knows, are required by the Centre.

Unfortunately, as the acting ITA does not possess the specific training for this role certain areas have not been addressed and these have resulted with the various constraints that have been identified by our review and which have been detailed elsewhere in this report.

4.82 Recommendation 8 – Appointment of Professional IT Administrator

Organisations like REMPEC, which have developed computer based IT systems in order to manage their entity better place a high level of dependence on their infotech systems, which act as the backbone for the proper operation and management of the Centre.

Consequently, these type of forward looking organisations that give the due importance to the implementation of adequate computer orientated infotech systems engage professional IT Administrators to analyse the requirements of their organisation with a view to designing and maintaining such systems.

We therefore recommend that the Centre engage a professional IT Administrator. The function of ITA could be tackled either by securing the services from an external IT company on a service contract basis or else by employing an appropriately trained and experienced person on the Centre payroll.

If the Centre had to employ a person who has adequate knowledge, training and experience to act as the IT Administrator on a full time basis, this would appear to be the more costly option when compared to the alternative option of contracting an IT services organisation. The use of an external company to act as an IT Administrator would also eliminate the problems emanating when an employee is absent from the Centre whether due to sickness or leave or any other reason.

The importance of the role of the IT Administrator in an organisation like REMPEC should not be underestimated.

4.91 Constraint 9 – Incompatibility of Accounting Systems

During our review of the reports generated by REMPEC, by the Finance and Budgets Department of IMO and of the EC, it became apparent that the accounting systems of the EC and of the IMO appear to be incompatible. This incompatibility appears to be the result of the use of different currencies by the various reporting entities mentioned above.

At the present time, the EC budgets are generated and reported in Euros whereas the Finance and Budgets Department of the IMO has the standard policy of accounting for its own transactions and those of its affiliates and of preparing its budgets and reports either in US Dollars or in Pounds Sterling. In addition to this, the Contracting Parties decided in Monaco to adopt the Euro as the reporting currency for the preparation of the budget of the Mediterranean Trust Fund (MTF) with effect from the 2004 budget.

It should be pointed out also that the costs incurred in relation to a Project are recorded in US Dollars by the IMO during the duration of that Project. But at the completion phase of that same project, the financial reports, which have to be submitted to the EC Finance Section in Brussels, have to be denominated in Euros.

This change of reported values from US Dollars to Euros will automatically result with unrealised translations gains or losses being reported in these financial statements especially in view of the unstable relationship between the US Dollar and the Euros in recent years. These unrealised gains or losses will be the result of the movement in the exchange rates of the USD and of the Euro between the date when the project started and the date when it was completed.

Movements in rates of exchange also effect the real allocation of budgeted funds to the Centre in real terms. When the Centre's budget is prepared before the start of a financial period, the requirements of REMPEC are calculated using the real value of the product or services at the start of the period in relation to the Centre's planned operating activities. Thus if the Centre's activities resulted with a budget for a specific year amounting USD1million which at the start of that year equated to Euros1 million, then when variable exchange rates are used, any non-reversionary movements in the exchange rates will result with more or less funds actually being allocated to the Centre for its operations throughout that year. This would also result with adverse effects when comparing budgets and to actual figures as different translation rates distort the reported results.

The entity receiving the budget funds could argue that if it received all the funds at the start of the year then it would not have to suffer the adverse effects of movements in exchange rates. In practise, it is not common practise to remit budgeted funds to the receiving entity on day one of the year as these funds are normally sent at regular interval throughout that year due to the contributor's own financial constraints.

It seems appropriate to point out also that the main contributors to REMPEC's financial resources are European countries and institutions, which have adopted the Euro as their currency as they are Mediterranean countries that operate in Euros.

4.92 Recommendation 9 – Preparation of budgets in Euros

To avoid the creation and reporting of unrealised gains and losses being disclosed in its reports, we suggest that the Finance and Budgets section of the IMO should consider introducing the Euro as an accepted reporting currency.

What this will mean in practise is that the IMO will have to create a separate budget denominated in Euros for the administration of the EC projects of REMPEC and also for the MTF budget due to this budget having contributions effected in Euros. This would effectively eliminate the process of conversion of reported amounts from US Dollars to Euro at the end of EC projects. This would also eliminate the translation gains or losses, which would have resulted from the movements of exchange rate between the date of commencement of the EC project and the termination date of that project.

To improve the situation even further, we also suggest that a Standard Rate of Exchange (SRE) should be introduced. In practice, this means that when REMPEC prepares its accounts and reports on the specified monthly or quarterly or annual intervals, the variable daily or monthly exchange rates are not used. Instead of the daily exchange rates, the Centre would use a Standard Rate preset at the start of the year. This SR would be used throughout that year for all of the Centre's accounting and reporting requirements.

The SR would only be changed during the year only if the actual exchange rate suffers an extraordinary and material non-reversionary fluctuations exceeding a predetermined parameter of say 15%.

4.101 Constraint 10 – Conflicting Disclosure Requirements

During our review of the financial systems and policies applied by the Centre, by the EC and by IMO, it became apparent that there is reason to believe that other complications arise from the difference in accounting procedures actually adopted by the IMO and by the EC. This matter adversely affects the Centre as its Finance Department has to make sure that its accounting policies and procedures have to cater for the reporting disclosure requirements of both of the IMO and of the EC. This effectively creates unwarranted accounting and reporting pressures on the Centre's structures.

During our review, it was noted that the EC Finance Department has adopted accounting procedures that require separate accounting and disclosure of all expenditure incurred by the Centre in relation to consultants' fees, to travelling costs and to daily subsistence allowances (DSA) for the projects directly financed by EC financial instruments.

Contrary to what was expected by the reviewer, the standard accounting policies adopted and applied by IMO Finance and Budget Department effectively group together into and disclose from a single budget line item all the costs incurred by the Centre in relation to consultants' travel and DSA costs, together with any related fees.

The reports generated by the Centre have to take into consideration this ultimate objective of separate and distinct disclosures from the commencement of each externally financed project as otherwise considerable resources would have to be expended by the Centre's Finance Department to segregate and report the different details from IMO's accounts when it has to prepare the Financial Report for EC financed projects.

4.102 Recommendation 10 - adoption of complementary Disclosure Requirements

The Finance Department of REMPEC introduced the use of the Exchequer Accounting Software in conjunction with the custom-made reports set-up on Microsoft Excel so as to enable it meet the varied reporting and disclosure requirements. The objective of the Administrator was to use one set of data to generate the required

reports in the different formats laid out by the IMO and the EC without having to re-input any data more than once.

It should be noted that once the Administrator inputs the monthly transaction data into the accounting system and all the verification procedures are successfully carried out, it is imperative that no further amendments are carried to this data as this could lead to errors being introduced into the system. The importance of setting up a comprehensive system for the generation of the required reports without altering any of the inputted data thus becomes very evident.

Consequently, we suggest that the Finance and Budget Section of IMO discuss this matter with the Finance Department of the Centre so that the eventuality that IMO takes remedial action to change its accounting and disclosure policies and its budgeting systems to be able to generate its own reports in line with the requirements of the EU.

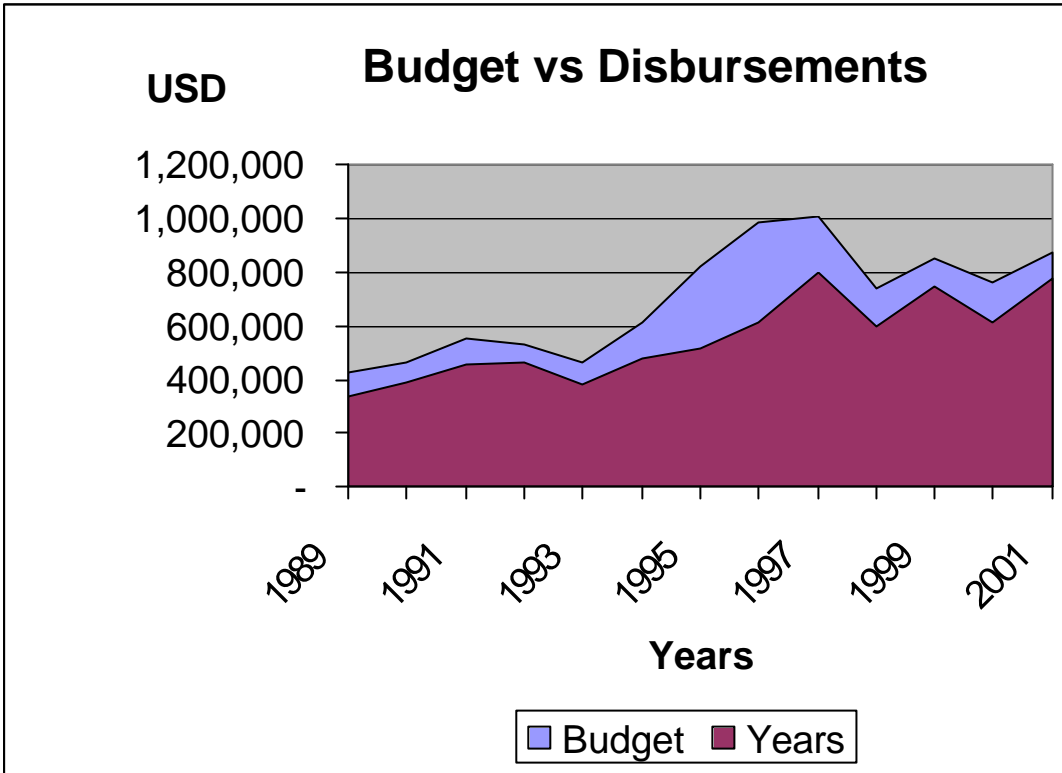
5.00 COMPARISON OF BUDGETS TO ACTUAL RESULTS

The following tables and graphs disclose the close correlation that exists between the Centre's budgets and its actual results reported in the Terminal Reports for periods between 1989 and 2001.

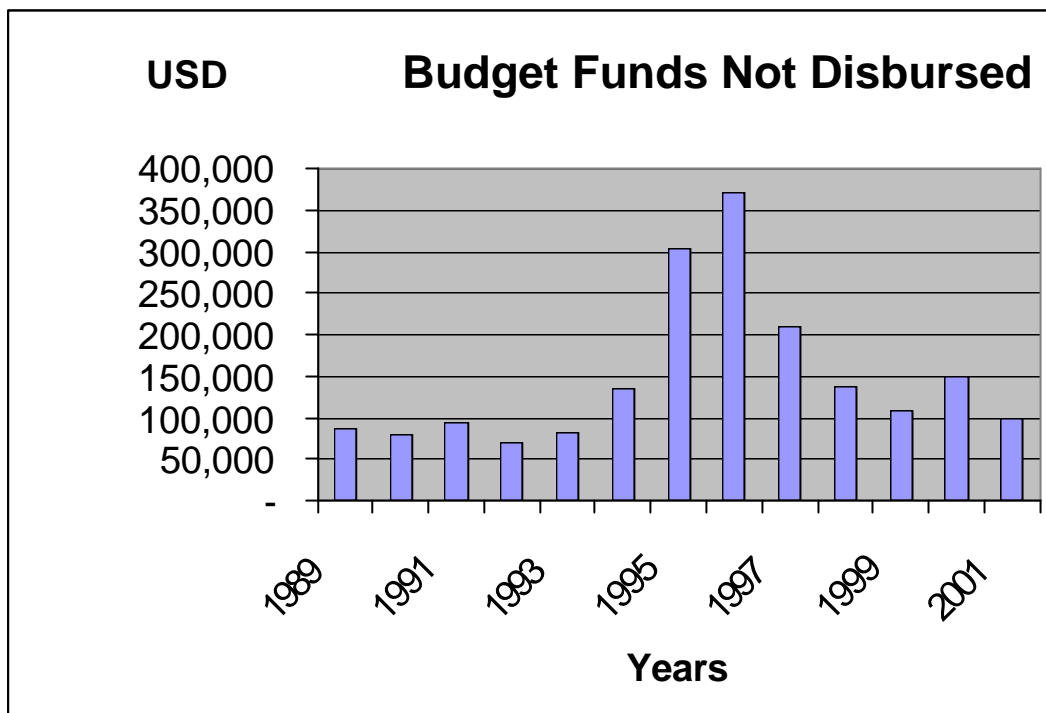
Table No. 2: Comparison of Budget to Actual Disbursement of Costs

Year	Budget	Disbursement	Balance on allocation	
	USD	USD	USD	%
1989	424,000	336,324	87,676	20.68%
1990	465,000	385,652	79,348	17.06%
1991	552,500	458,752	93,748	16.97%
1992	532,000	462,001	69,999	13.16%
1993	461,000	378,380	82,620	17.92%
1994	612,000	477,736	134,264	21.94%
1995	822,000	518,642	303,358	36.90%
1996	983,080	612,241	370,839	37.72%
1997	1,011,600	802,751	208,849	20.65%
1998	736,500	598,969	137,531	18.67%
1999	854,307	745,280	109,027	12.76%
2000	762,000	612,044	149,956	19.68%
2001	875,956	777,225	98,731	11.27%
	9,091,943	7,165,997	1,925,946	

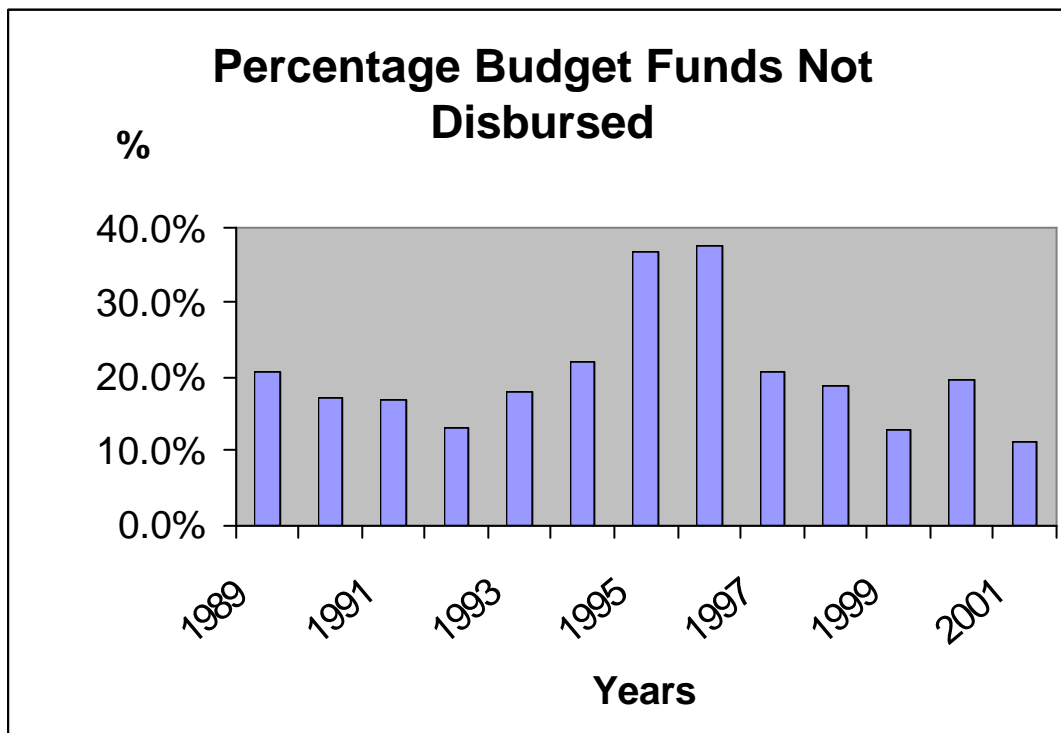
Graph No. 2: Comparison of Budget to Actual Disbursement of Costs



Graph No. 3: Comparison of Budgeted Funds Not Disbursed



Graph No. 4: Comparison of Percentage Budget Funds Not Disbursed



The significantly efficient disbursement of budgeted resources becomes very apparent from these diagrams. When this high rate of disbursement is connected to the analysis of the variances effected to the Centre's budgets since 1990 in section 6 of this report, it would appear reasonable to conclude that the Centre's management has always tried to utilise the financial resources that have been allocated to it as much as possible and it is mainly due to circumstances beyond its control when certain planned activities are not implemented thereby resulting with lower disbursements being made than projected for in its budgets.

Table No. 3: Comparison of Budget Personnel Costs to Actual Personnel Costs

Year	Budget	Personnel Costs	Balance on Allocation	
	USD	USD	USD	%
1989	n/a	189,238		
1990	n/a	249,075		
1991	n/a	286,157		
1992	n/a	289,798		
1993	n/a	301,540		
1994	381,000	328,729	52,271	13.72%
1995	402,000	338,826	63,174	15.71%
1996	430,000	374,143	55,857	12.99%
1997	432,000	399,696	32,304	7.48%
1998	443,000	361,124	81,876	18.48%
1999	476,000	436,741	39,259	8.25%
2000	462,000	396,761	65,239	14.12%
2001	494,000	388,417	105,583	21.37%
2002	476,173	498,237	(22,064)	-4.63%
	3,996,173	4,838,482	473,499	

Graph No. 5: Comparison of Budget Personnel Costs to Actual Disbursements

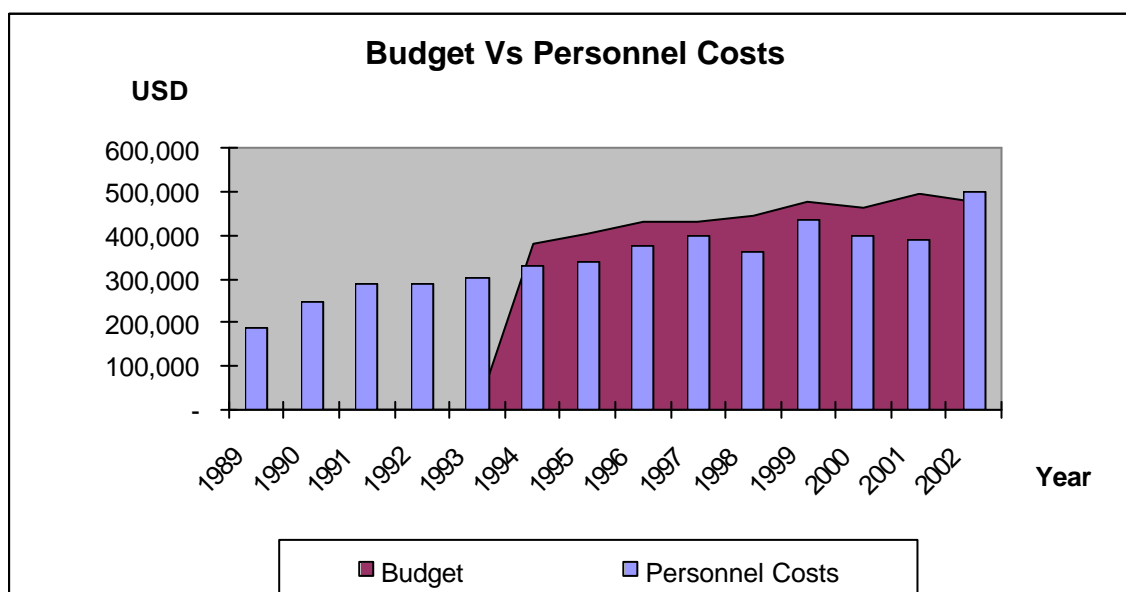
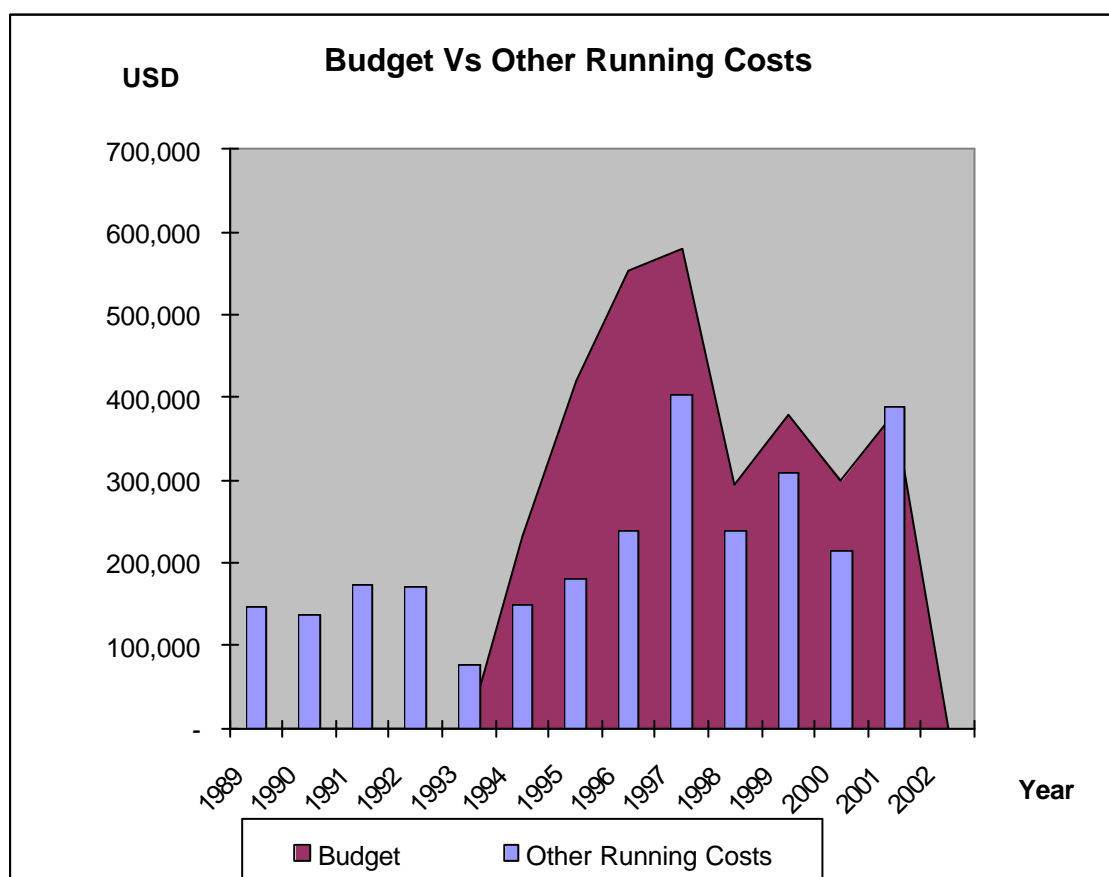


Table No. 5: Comparison of Budget Other Operational Costs to Actual Costs

Year	Budget USD	Other Running Costs USD	Balance on Allocation USD	%
1989	n/a	147,086		
1990	n/a	136,577		
1991	n/a	172,595		
1992	n/a	172,203		
1993	n/a	76,840		
1994	231,000	149,007	81,993	35.49%
1995	420,000	179,816	240,184	57.19%
1996	553,080	238,098	314,982	56.95%
1997	579,600	403,055	176,545	30.46%
1998	293,500	237,845	55,655	18.96%
1999	378,307	308,539	69,768	18.44%
2000	300,000	215,283	84,717	28.24%
2001	381,956	388,808	(6,852)	-1.79%
	3,137,443	2,825,752	1,016,992	

Graph No. 6: Comparison of Budgeted Other Costs to Actual Disbursements



6.00 VARIANCES BETWEEN BUDGETS AND ACTUAL RESULTS

The budgets for carrying out REMPEC's activities are approved at the biennial Ordinary Meetings of the Contracting Parties for the ensuing biennium. In the early years of the Project, UNEP continually made extensions to the project period. Since 1998 the respective Project Documents reflect the biennial period, which are approved by the Contracting Parties. One consequence of this system is that the budget is constantly amended to reflect variances such as the prolongation of the project period.

The following is an analysis of the revisions that were made to the original budgets and which were reported in the Terminal Reports for the periods specified. The following paragraphs demonstrate very clearly that there were always valid reasons for the variations to the budgets of the Project.

From our review of the Centre's Terminal Reports, it is also became clear that as the administration gained experience in the planning and running of the Project over the years, the quality of the planning of the activities and resources of the Centre improved considerably thereby reducing the need for major revisions to the budgets of the Project. Infact the revisions that were included in the Terminal Reports and which we noted during our review comprised the following:

- 26 project revisions were approved during the period 1976-1989;
- 12 project revisions were approved during the period 1990-1995;
- 8 project revisions were approved during the period 1994-1997;
- 1 project revision was approved during the period 1998-1999 and
- 2 project revisions were approved during the period 2000-2001.

As can be seen from the following detailed analysis of the revisions that were included in the Terminal reports, these revisions did not always relate to REMPEC activities as some emanated from other matters relating to the Mediterranean Action Plan (MAP) as a whole.

From our review, we was also noted that the actual content of the Terminal Reports also improved significantly over the same period of time.

6.10 Biennial period 2000 – 2001 Revision 1

- To reflect the actual cost of the Project to the MTF for the year 2000 of USD612044 and to rephrase the unspent balance of USD138956 from 2000 to 2001;
- To increase the cost of the Project to the MTF by USD715000 in 2001 to cover the unspent balance brought from 2000;
- To re-phase the unspent balance of USD11000 from 2000 to 2001 resulting from the Nil expenditure to the European Union counterpart contribution;
- To increase the cost of the Project to the European Union counter part contribution by USD11000 to cover the unspent balance brought from 2000;
- To reflect the overall increase in the cash cost of the Project to USD726000 to take into consideration comprising the USD715000 and USD11000 mentioned in the preceding paragraphs;

6.12 Biennial period 2000 – 2001 Revision 2 (24 January 2002)

- To increase the cost of the Project by USD10000 resulting from the preparation of REMPEC's brochure which was presented to the World Summit on Sustainable Development RIO +10 held in Johannesburg South Africa;

- To re-phase the unspent amounts of USD7500 and USD2500 to Mission Travel and Expendable Equipment;
- To re-phase the unspent amount of USD6500 to Mission Travel;
- To the increase of Mission Travel by USD15000 to cover the expected increases resulting from planned missions by the Centre's officers;
- To re-phase the unspent amount of USD1000 relating to Mission Travel, USD14650 relating to non-expendable equipment and USD5000 relating to hospitality costs;
- To increase the amount relating to expendable equipment by USD3850 to cover the negative balance resulting from the purchase of small items and books;
- To increase the amount spent on non-expendable equipment by USD14650 to cover the new furniture and equipment acquired for the Centre;
- To re-phase the amount of USD3000 relating to reporting costs;

6.21 Biennial period 1998 – 1999 revision 1 (7 January 1999)

- To reflect the actual cost of USD800,693 of the Project to the MTF;
- To re-phase the unspent balance of USD135,807 from 1998 to 1999;
- To increase the cost of the Project to the MTF by USD668,500 to cover the costs related to the work programme and to cover the unspent balance brought forward from the previous year;
- To increase the cost of the Project in 1999 by USD30,000 to USD698,500 resulting from the costs of administrative assistance given to the Centre;
- To reflect the Nil expenditure in 1998 against the EU counterpart contribution and the re-phasing of the resulting unspent balance of USD10000 from 1998 to 1999 and to reflect the increase in the cost of the Project in 1999 by USD10,000 to USD708,500 resulting from this re-phasing from 1998;

6.31 Period 1994 – 1997 revision 1

- To reflect the increase in the budget for the Project by USD421,000;
- To re-phase the unspent balance of USD27,000;
- To reflect the increase in the budget for the Project by USD226,000 which was approved on 27/03/1995;
- To reflect the overall increase in the Project cost by USD652,236;
- To reflect the overall increase in the Project cost by USD480,700;
- To reflect the overall increase in the Project cost by USD371,500;
- To reflect the overall increase in the Project cost by USD218,161;
- To reflect the overall increase in the Project cost by USD412,600;
- To reflect the overall decrease in the Project cost by USD208,849 at the end of 1997;

6.41 Period 1990 – 1995 Revision 1 (6 February 1990)

- To reflect the increase of the Project to MTF by USD2,183,500;
- To reflect the re-allocation of the EF budget disbursement and to reflect the increase of USD98,000 in the contribution to Environment Fund;

6.42 Period 1990 – 1995 Revision 2 (11 September 1990)

- To reflect the increase in the cost of the Project to MTF by USD1,028,500;
- To reflect the increase of USD2,000 in the contribution to Environment Fund in 1991;
- To reflect the increase in the cost of the Project to the Greek Counterpart of USD218,940 so as to cover the operational and personnel costs of MEDU;
- To reflect the re-allocations to the EF and MTF in the budget of 1990;
- To reflect the introduction of various budget lines in accordance with the new manual issued by UNEP;

6.43 Period 1990 – 1995 Revision 3 (27 December 1990)

- To reflect the decrease in the cost of the Project to MTF by USD615,300 in 1990;
- To reflect the increase in the cost of the Project of USD2,276,750 in 1991 so as to cover the operational and personnel costs of the first six months of 1991;
- To reflect the increase in the cost of the Project to MTF by USD1,661,450 in 1991 as a result of the two items mentioned above;
- To reflect the decrease in the cost of the Project to the EF by USD67,000 in the budget of 1991;
- To reflect the increase in the cost of the Project to the Greek Counterpart of USD250,000 so as to cover the operational and personnel costs of MEDU;
- To reflect the re-allocations to the EF, MTF and CA resulting from the introduction of various budget lines in 1991 in accordance with the new manual issued by UNEP;
- To reflect the increase in the total contributions to the MAP resulting from the new contribution received from the World Bank/IBRD of USD501,300 in 1991;

6.44 Period 1990 – 1995 Revision 4 (3 July 1991)

- To reflect the decrease in the cost of the Project to MTF by USD4,017,387 in 1990;
- To reflect the re-phasing of the MTF unspent balance of USD79,313 from 1990 to 1991;
- To reflect the increase in the cost of the Project to the MTF of USD1,014,887 in 1991 so as to cover the operational, personnel and other costs of the Project up to December 1991;
- To reflect the actual cost of the Project to the Greek Counterpart of USD500,176 in 1990;

- To reflect the increase in the overall cost of the Project to the Greek Counterpart Contribution (CA) of USD80,000 so as to cover the additional operational and personnel costs incurred during 1991
- To reflect the actual cost of the Project to the EF of USD17,175 incurred in 1991;
- To reflect the re-phasing of the unspent balance in the EF of USD5,825 from 1990 to 1991 and to reflect the increase of USD5,175 in the cost of the Project to the EF;
- To reflect the re-allocations to the EF and MTF resulting from the actual costs incurred and the introduction of various budget lines in accordance with the new manual issued by UNEP;

6.45 Period 1990 – 1995 Revision 5 (15 October 1991)

- To reflect the increase in the actual cost of the Project to the Greek Counterpart of USD320,000 in 1991;
- To reflect the increase in the cost of the Project to the MTF of USD1,134,115 in 1991 so as to cover the operational, personnel and other costs of the Project;

6.46 Period 1990 – 1995 Revision 6 (26 February 1992)

- To extend the duration of the Project until the end of 1993;
- To reflect the decrease in the cost of the Project to the MTF of USD307,887 in 1991 due to the delayed implementation of the activities of the Project and to reflect the re-phasing of the same amount from 1991 to 1992;
- To introduce a budget for 1992 including the re-phasing of the amount of USD1,855,500 thereby increasing the overall cost of the Project to the MTF to USD1,547,613;
- To introduce a budget amount of USD25,000 for 1992 from the EF thereby increasing the overall cost of the Project to the EF by USD25,000;
- To reflect the decrease in the total contributions to the MAP resulting from the contribution received from the World Bank/IBRD of USD6,980 in 1991 and to re-phase the same amount into 1992;
- To introduce a CP budget for 1992 amounting to USD339,480 thereby increasing the overall cost of the Project to the World Bank/IBRD by USD332,500;
- To reflect the increase contribution in cash and in kind from the Co-operating Agencies by the amount of USD732,000;
- To reflect the increase contribution in cash and in kind from the Counterpart Contribution countries by the amount of USD1,010,000;

6.47 Period 1990 – 1995 Revision 7 (27 September 1992)

- To reflect the actual cost of the Project to the MTF of USD3,897,496 in 1991;
- To reflect the 1991 MTF unspent balance of USD299,682 from 1991 to 1992;
- To reflect the cost of the Project to the MTF by USD2,261,393 to cover the re-phased costs which were not spent in 1991;
- To reflect the actual cost of the Project to the Greek Counterpart Contribution in 1991 to USD383,250;

- To reflect the increased overall cost of the Project to the Greek Counterpart Contribution in 1991 by USD400,000 so as to cover the excess expenditure incurred in 1991 of USD14,486 and to cover the 1992 personnel costs of USD385,514;
- To reflect the actual cost of the Project to the EF in 1991 to USD77,916;
- To reflect the re-phasing from 1991 to 1992 of the EF unspent balance of USD10,084;
- To reflect the actual cost of the Project to the IBRD/World Bank Contribution in 1991 to USD366,519;
- To reflect the re-phasing of the unspent IBRD/World Bank Contribution balance from 1991 to 1992 of USD127,801;

6.48 Period 1990 – 1995 Revision 8 (23 December 1992)

- To re-allocate the 1992 EF and MTF budgets by USD30,000 inline with the actual costs incurred;
- To reflect the increase in the WMO Counterpart Contribution by USD76,000;

6.49 Period 1990 – 1995 Revision 9 (30 April 1993)

- To reflect the decrease in the 1992 cost of the Project to the MTF by USD322,722 due to the delayed implementation of the activities and due to the re-phasing of the same amounts from 1992 to 1993;
- To reflect the increased costs of the Project to the MTF in 1993 to cover the additional operational and other costs incurred up to June 1993;
- To reflect the increase in the overall cost of the Project to the MTF by USD1,345,028 resulting from the two variances noted in the preceding paragraphs;
- To reflect the decrease in the 1992 cost of the Project to the EF of USD35,084 due to the delayed implementation of activities and due to the re-phasing of the same from 1992 to 1993;
- To reflect the introduction of a 1993 EF Fund budget amounting to USD125,084 thereby increasing the overall cost of the Project to the EF by USD90,000;
- To reflect the decrease in the 1993 cost of the Project to the IBRD/World Bank Contribution by USD47,700 and to re-phase the same amount from 1992 into 1993;
- To re-allocate the 1992 budget for the EF and MTF in light of the actual costs incurred:

6.410 Period 1990 – 1995 Revision 10 (29 October 1993)

- To reflect the actual cost of the Project to the MTF in 1992 of USD3,703,478;
- To reflect the re-phasing of the 1992 MTF unspent balance of USD390,375 from 1992 to 1993;
- To reflect the increase in the cost of the Project to the MTF by USD879,880 to cover the re-phased amounts and the personnel, operational and other costs until December 1993;
- To reflect the actual cost of the Project to the Greek Counterpart Contribution in 1992 of USD392,242;

- To reflect the increase in the overall cost of the Project to the Greek Counterpart Contribution by USD400,000 in order to cover the excess expenditure incurred during 1992 of USD6,728 and to cover the personnel and operational costs incurred in 1993 of USD393,272;
- To reflect a credit of USD209 resulting from a correction in 1992 in the cost to the EF;
- To reflect the actual cost of the Project to the IBRD/World Bank in 1992 of USD376,295;
- To reflect the re-phasing from 1992 to 1993 of the unspent balance of the IBRD/World Bank Contribution of USD43,286;
- To reflect the re-allocation of the EF and MTF budget for 1993 in light of the actual costs incurred which include the increased costs of USD35,000 in Travel allocations, of USD20,000 in Temporary Assistance and of USD10,000 in Overtime costs;
- To reflect the increase in the in-kind contribution by Croatia by USD150,000;

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- To reflect the extension of the duration of the Project to January 1995 for accounting purposes only as the activities of this Project were completed by December 1993;
- To reflect the realignment of the 1991 and 1992 MTF commitments to the actual expenditures resulting with a decrease of USD2 in the commitments;
- To reflect the actual cost of the Project to the MTF in 1993 of USD3,512,403 and of USD16,521 in 1994 thereby decreasing the cost to the MTF by USD199,582;
- To decrease the cost of the Project to the MTF by USD12,790 and to increase the cost to the IBRD/World Bank by USD12,790 so as to correct the adjustments occurring prior to 1995 in 1993;
- To reflect the decrease in the overall cost of the Project to the MTF by USD212,372 resulting from the items mentioned in the preceding two paragraphs;
- To reflect the actual cost of the Project to the Greek Counterpart Contribution in 1993 of USD384,077 thereby increasing the cost of the Project to the CA by USD10,805;
- To reflect the actual cost of the Project to the EF of USD117,550 in 1993 and of USD13,232 in 1994 thereby increasing the overall cost of the Project to the EF by USD5,698;
- To reflect the actual cost of the Project to the IBRD/World Bank by USD58,057 in 1993 and by USD12,797 in 1994 thereby resulting with a decrease in the cost of the Project to IBRD by USD45,726;
- To reflect the decrease in the overall cost of the Project to the IBRD/World Bank by USD32,936 after taking into account the matters noted in the preceding paragraphs;

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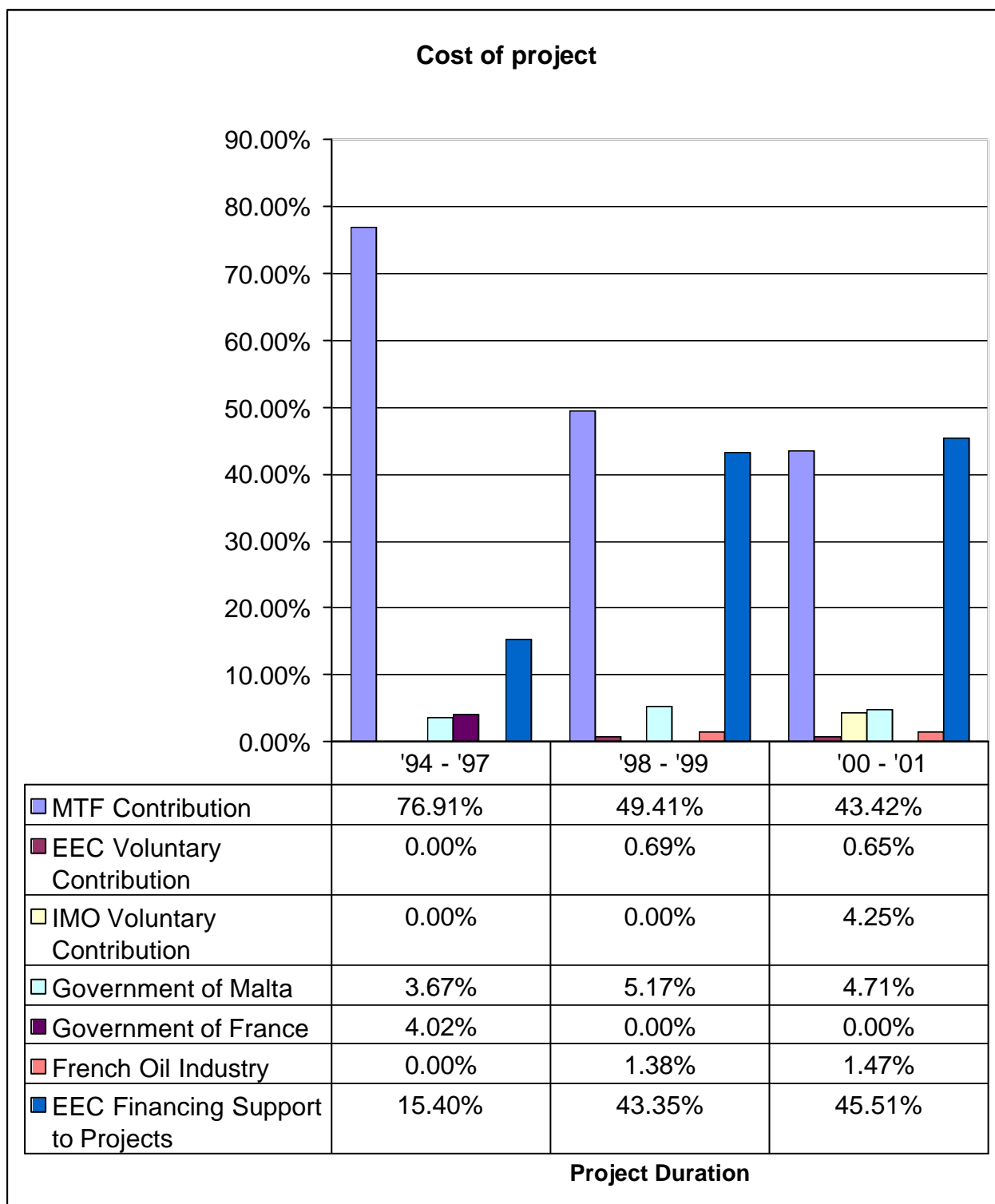
- To reflect the actual cost of the Project to the MTF of USD12,790 in 1995;
- To reflect the actual cost of the Project to the EF of USD7,541 in 1995 thereby decreasing the overall cost of the Project to the EF by the same amount;
- To reflect the 1995 actual cost of the Project to the IBRD/World Bank of USD12,790;

7.00 EFFECTIVENESS OF THE CENTRE'S FINANCIAL SUPPORT

Table No. 6: Analysis of Contributions to REMPEC

	1994-1997	1998-1999	2000-2001
	USD	USD	USD
MTF Contribution	2,411,370	1,435,000	1,476,000
EC Voluntary Contribution	-	20,000	22,000
IMO Voluntary Contribution (TCD)	-	-	144,500
Government of Malta	115,000	150,000	160,000
Government of France	126,000	-	-
French Oil Industry	-	40,000	50,000
EC Financing Support to Projects	483,000	1,259,000	1,547,000
	3,135,370	2,904,000	3,399,500

Graph No. 7 : Percentage Cost of Project



The Mediterranean Co-ordinating Unit (MEDU) in Athens administers the budgets of all MAP/RACs except for REMPEC. When REMPEC was established in 1976, responsibility for the administration of the Centre was given to IMO in London, which reports the Centre's project income and expenditure to UNEP headquarters in Nairobi.

The contributors to REMPEC's budget are the following organisations:

- The Mediterranean Trust Fund (MTF);
- The European Union (EU);
- The International Maritime Organisation (IMO) via its Technical Co-operation Division TCD);
- The Government of Malta as host country;
- The Government of France;
- The French Oil Industry; and
- The Italian Oil Industry (as from 2001).

Table 6 above shows that the MTF contributes to approximately between forty and fifty percent of the budget of REMPEC. The MTF's contribution is primarily aimed at offering financial support to cover REMPEC's staff costs, but the MTF's contribution also covers regular meeting expenses (e.g. the meetings of Focal Points) and REMPEC's travel and subsistence costs. It also includes some project activities, which are proposed by the REMPEC Focal Points and approved by the Contracting Parties.

As can also be seen from the Table 6, the European Union (EU) and IMO offer approximately forty percent to fifty percent of the Centre's budget as their support for project activities. In particular, EU support through its LIFE Programme and the European Mediterranean Assistance Programme (MEDA), account for over forty percent of the Centre's approved budget.

Table No. 7: IMO Programme Support Costs Analysis

	Approved Budget		Proposed Budget	
	2000	2001	2002	2003
	USD	USD	USD	USD
Total activities	189,000	141,000	285,000	181,000
Total Administrative Costs	573,000	585,000	647,005	640,063
Total Budget for REMPEC	762,000	726,000	932,005	821,063
Programme Support Costs retained by IMO levied @ 13% of Total Admin Costs	74,490	76,050	84,111	83,208

(USD : Euro @ 1.10)

	Approved Budget		Proposed Budget	
	2000	2001	2002	2003
	Euro	Euro	Euro	Euro
Total activities	207,900	155,100	313,500	199,100
Total Administrative Costs	630,300	643,500	711,705	704,069
Total Budget for REMPEC	838,200	798,600	1,025,205	903,169
Programme Support Costs retained by IMO levied @ 13% of Total Admin Costs	81,939	83,655	92,522	91,529

The various contributories support the Centre in the following manner:

- IMO and UNEP support the Centre as each party finances a portion of the approved budget costs;
- IMO's budgeted resources actually include the funds to cover the approved budgeted costs of REMPEC. In order to cover its own Programme Support Costs IMO retains 6.50% of the budgeted resources of REMPEC, and this administrative support is shared in equal proportion with UNEP, which retains the same percentage;
- In addition to the above, IMO makes an additional contribution by ploughing back some funds into REMPEC's budget by paying for half of the Administrator's salary amounting to approximately USD22,000 per annum in 2001. This additional contribution is the result of the introduction of the Administrator, which has resulted with less burdens falling to rest on IMO's Finance Department. It could thus be argued that as the efficiency of the Centre's own finance department will increase even further with the introduction of the recommendations made in this report, then the IMO's additional contribution should be increased even further;
- The Mediterranean Trust Fund bears the cost of the Centre's salaries and of the related personnel costs for the permanent staff engaged by REMPEC except for the cost of the Administrator's salary, which is paid by the MTF and IMO jointly;
- The Government of Malta as host country makes its contribution in kind by providing the Centre with its premises in Manoel Island Gzira.

- The French Oil Industry also supports the Centre by paying for the costs associated with the secondment of a junior engineer.
- The Italian Oil Industry supports the Centre by financing the secondment of a junior programme officer to REMPEC.

The manner in which the various Counterparts make contributions has been reviewed in other sections of this report. Whilst it has been noted that as the modus operandi of REMPEC has evolved, between the date of its inception to date, as a result of the experience gained in the actual management of the Project, it was noted that the proportionate contributions made by the different contributors has also changed.

For example, Table 6 above shows that although the absolute contribution of the Mediterranean Trust Fund (MTF) has remained stable yet the percentage contribution of the MTF has decreased from 76.91% in the budget for the period between 1994 and 1997 to 49.41% in the period between 1998 and 1999 and to 43.42% for the period between 2000 and 2001.

On the other hand, the proportionate contribution of EC external sources has increased from 15.40% for the period between 1994 and 1997 to 43.35% in the period between 1998 and 1999 and to 45.51% for the period between 2000 and 2001.

Even though the change in the proportionate contributions received from the various parties shows the decreased reliance on the MTF for financial and operational support to REMPEC, we believe that the financial support to the Project by the MTF should increase in the immediate future as the Centre's financial commitments are going to rise as a result of the following:

- The adoption of the new Prevention and Emergency Protocol will result with new additional activities which the Centre will have to control;
- The engagement of an Assistant Administrator as included in Recommendation 1;
- The acquisition of a fire-proof safe for storing data media and any other important documents as included in Recommendation 6;
- The acquisition and maintenance of adequate network version of an anti-virus software and fire-wall hardware and software as included in Recommendation 7; and
- The engagement of a professionally trained IT Administrator as included in Recommendation 8.

During our information gathering process we were informed that the Centre's budget is planned to increase by approximately 1.50% per annum in real terms so as to realistically sustain the operations of the Centre. It was also concluded that when the budget preparation process is in progress, the Centre's projected financial requirements in relation to its planned activities are also taken into consideration.

The way in which the budget is set out and linked to the contributions to the Centre appears to be a tried and tested system, which is serving the Centre adequately. It should also be noted that the system for implementing and authorising any revisions to budgets significantly helps in the smooth operation of the Centre.

8.00 conclusions

8.10 AUDITOR'S CONCLUSIONS

Since its inception in 1976, REMPEC has evolved and changed as a direct consequence of the objectives that were set out for, as a result of external events and as a result of the different Directors that have managed the Centre as each of them obviously had different personalities and views about how to achieve the Centre's goals.

As the Centre has evolved over this twenty-five years period, so has the manner in which its budgets have been set, the way in which the recording and reporting of financial data has been carried out and the procedures to manage the Centre have changed.

The Auditor's overall impression reached as a result of this review is that the operational and financial management of the Centre has improved significantly over this twenty-five term, especially in recent years when the Director has focused appropriate resources towards attaining maximisation and effective utilisation of financial resources.

The manner in which the level and manner of accounting and reporting has improved in recent years is highly commendable in view of the limited financial and operational resources actually available. The continued expansion of the Project to implement more and more aspects of the Mediterranean Action Plan has also been possible as a consequence of the continued efforts of the various Directors to attract increased finances to achieve these objectives successfully. This continued increase in financial and operational resources must improve even further as a result of the Contracting Parties' decision to adopt the new Prevention and Emergency Protocol.

The Auditor's review has not uncovered any instances of financial mismanagement at all as all the Directors who have run the Centre throughout its history have been competent and trustworthy persons who have always put the best interests of REMPEC at the top of their priorities. This can be clearly understood from a detailed study of the Centre's history as has been the case with our review.

The operational and financial constraints that we have highlighted in this report are the result of a strong effort to critically analyse the operations of REMPEC with a view to implementing the necessary improvements, which might be noted, to enhance even further the management of the Centre. This willingness to engage external and unbiased reviewers to critically assess one's operations is highly commendable and demonstrates management's desire to run REMPEC in a professional manner.

Our opinion is that the Centre will also require additional financial resources to implement the recommendations made in this report but we believe that the benefits that can be reaped from the adoption of our suggestions easily exceed the costs of their implementation. It is true also that if some of the suggestions are adopted, then the accounting and reporting levels of the Centre will be improved even further which in turn will lead to greater transparency in the financial position of REMPEC and making it easier for a correct assessment of the Centre's financial situation and requirements to be made.

The Director would also be in a better position to give a comprehensive and clearer account of the Centre's financial affairs without having to present the current highly unconventional and uninformative financial reports prepared in non-standard formats, which are not normally used in accounting circles. They would also give the Director greater confidence in actual reports generated by IMO in relation to REMPEC's activities.

9.00 LIST OF RECOMMENDATIONS

As a result of our management performance audit we have listed hereafter a list of recommendations, which are being presented in this section in same sequence as included in the previous sections of this report and not in order of priority or importance.

The recommendations detailed in this report are for consideration by the following:

- The Co-ordinator of the Mediterranean Action Plan (MAP);
- The Head of the Budgets and Finance Department of IMO;
- The Head of the Finance Department of UNEP;
- The Director of REMPEC; and
- The Heads of the various Focal Points.

9.11 Recommendation 1 – Appointment of Assistant Administrator

An Assistant to the Administrator in G 7 grade (secretarial level) should be engaged by the Centre as soon as possible. The Administrator could then perform with his Assistant the extensive and time consuming checks and control procedures, which are presently carried out by the Director in conjunction with the Administrator.

The grade of the Administrator should be simultaneously upgraded to Professional Level 1 i.e. P 1 whilst the grade of the Assistant to the Administrator would be G 7. The appropriate grading of personnel is considered to be of fundamental importance in any well-organised entity where staff motivation is emphasised.

9.12 Recommendation 2 – Compilation of a Fixed Assets Register

The Finance Department of the Centre should compile a Fixed Assets Register (FAR), which will include all the office and other equipment, computers, furniture and other fixed assets, which have been acquired by the Centre over the years. As a direct consequence of the implementation of the FAR all of the Centre's fixed assets will be properly documented both for normal accounting and reporting purposes as well as for correct disclosure for insurance purposes

9.13 Recommendation 3 – Electronic Delivery of Reports

The Finance Department of REMPEC has the capability to generate its reports using Microsoft Excel and Exchequer Accounting Software in ASCII format

Consequently, the Centre should be allowed to transmit its reports in electronic format to IMO Finance Department in London via email either in ASCII format or in any other format, which is acceptable to IMO.

9.14 RECOMMENDATION 4 – IMO REPORTS TO BE COPIED TO AND VERIFIED BY rempec

The Finance Department of IMO should send Rempec's Finance Department a draft version of their quarterly reports, possibly in electronic format via email, so that they can be reviewed and checked by the Centre's Finance Department in Malta before they are finalised and submitted to UNEP in Nairobi.

9.15 RECOMMENDATION 5 – RAISING OF THE DIRECTOR'S AUTONOMOUS LIMIT TO USD30,000

The Centre cannot afford to have project timetables being extended and falling behind schedule as a direct result of delays in authorisation from the Contracts Panel of IMO. The inefficiencies resulting from these downtimes can be easily improved if the authority limit of the Director of REMPEC is increased to, at least, USD30,000 (Thirty Thousand US Dollars only).

9.16 Recommendation 6 – Adoption of Adequate IT Backup Procedures

The Centre should acquire a fireproof safe, which would be located in the most secure place, identified on site so that all backup media could then be stored inside this fireproof safe.

Two backup diskettes should be made on a daily basis by the IT Administrator or by any other authorised person in the absence of the ITA. One set of the backup RCD would be stored in the Centre's fireproof safe. Whilst the second set of the backup RCD would be taken off-site and secured at a predetermined safe location which would have been identified specifically for this purpose.

9.17 Recommendation 7 – Inadequate LAN Protection

The Centre needs to purchase a server based anti-virus software which is designed specifically for installation on a network. This software will have the capability to track the movement of all files located on any computer forming part of the LAN. The software will also systematically monitor and check all files stored on each and every computer forming part of and logged on to the LAN. Some types of anti-virus software include hardware controls in that they do not allow PC users to introduce data via floppy drives so as to protect the integrity of the LAN.

The network anti-virus software will also check out all incoming and outgoing files for viruses and it automatically block any infected files, which it detects. Besides blocking the infected files, the software will inform the IT Administrator of the infection and it will detail the source, nature and danger level of the problem.

The Centre also needs to purchase a Fire-Wall Protection system to protect its LAN from external hackers. The fire-wall system will comprise software, which is designed only to allow authorised access into the LAN.

9.18 Recommendation 8 – Appointment of Professional IT Administrator

The Centre should engage a professional IT Administrator either by securing the services from an external IT company on a service contract basis or else by employing an appropriately trained and experienced person on the Centre payroll.

9.19 Recommendation 9 – Preparation of Budgets in Euros

The Finance and Budgets section of the IMO should introduce the Euro as an accepted reporting currency so as to avoid the creation and reporting of unrealised gains and losses being disclosed in its reports. This will mean that IMO will have to create a separate budget denominated in Euros for the administration of the EC projects of REMPEC. This would effectively eliminate the process of conversion of reported amounts from US Dollars to Euro at the end of EC projects. This would also eliminate the translation gains or losses, which would have resulted from the movements of exchange rate between the date of commencement of the EC project and the termination date of that project.

To improve the situation even further, we also suggest that a Standard Daily Rate (SDR) of exchange should be introduced. In practice, this means that when REMPEC prepares its accounts and reports on the specified monthly or quarterly or annual intervals, the variable exchange rates are not used. Instead of the daily exchange rates, the Centre would use a Standard Daily Rate preset at the start of the year. This SDR would be used throughout that year for all of the Centre's accounting and reporting requirements.

9.20 Recommendation 10 - Adoption of Complementary Disclosure Requirements

The objective of the Administrator at REMPEC is to use one set of data to generate the required reports in the different formats to enable him to meet the varied reporting and disclosure requirements laid out by the IMO and the EC without having to re-input any data more than once. REMPEC therefore introduced the use of the Exchequer Accounting Software in conjunction with the custom-made reports set-up on Microsoft Excel so as to enable it meet these varied reporting and disclosure requirements.

The Finance and Budget Section of IMO should discuss the setting up a comprehensive system for the generation of the required reports without altering any of the inputted data with the Finance Department of the Centre so that the eventuality that IMO takes remedial action to change its accounting and disclosure policies and its budgeting systems to be able to generate its own reports in line with the requirements of the EU.