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31 August 1987

Original: ENGLISH

MEDITERRANEAN ACTION PLAN

Fifth Ordinary Meeting of the Contracting Parties
to the Convention for the Protection of the
Mediterranean Sea against pollution and its
related protocols

Athens, 7-11 September 1987

URGENT

REPORT OF THE EXECUTIVE DIRECTOR ON THE IMPLEMENTATION
OF THE ACTION PLAN AND OF THE GENOA DECLARATION IN 1986-1987
AND RECOMMENDATIONS FOR ACTIVITIES TO BE UNDERTAKEN IN THE
1988 - 1989 BIENNIUM WITH RELATED BUDGET PROPOSALS

POLICY RECOMMENDATIONS OF THE EXECUTIVE DIRECTOR



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1. The Report of the Executive Director of the Contracting Parties (UNEP/IG.74/3) reviews the progress of the Action Plan since the last meeting of the Parties in Genoa (September 1985) and contains his recommendations for the workplan and budget for the biennium 1988-1989. However, since the report was prepared, several new developments have prompted him to place before the meeting of the Parties this addendum of a policy nature to be considered during the general debate. These developments are the completion of the second phase of the Blue Plan, the coming into play of the MEDSPA (Mediterranean Strategy and Action Plan) of the EEC, and the restructuring at the World Bank with the establishment of a new priority on the environmentally sound development of the Mediterranean Region.
2. The Mediterranean Action Plan has clearly defined objectives centered on the protection of the Mediterranean Sea from pollution through sustainable development of the resources of the Mediterranean Basin, to which correspond specific obligations arising from the Barcelona Convention and its related protocols. During the Fourth Ordinary meeting of Contracting Parties in Genoa, the Declaration that was unanimously adopted went a long way in selecting specific, well defined targets, and established a ten year limit for them to be achieved.
3. In spite of this, the Executive Director feels that the Action Plan still lacks a clear long-term strategy on how to achieve its main goals and that, as a result, it may be spreading its resources and activities in too many directions and without concentrating on issues crucial for the protection of the Mediterranean. This hampers the Action Plan from becoming the main instrument of a joint co-ordinated policy of the Mediterranean Governments in matters dealing with the environmental protection of the Mediterranean Sea and of the coast of the Mediterranean Basin.
4. The workplan and timetables adopted for MED POL, for the implementation of the land-based sources protocol and the Genoa Declaration, for the activities of the Split, Tunis and Malta regional activity centres and for the follow-up on the completed Blue Plan exercise, do not reinforce each other adequately, lack a common focus, and may fail to achieve the Action Plan's overall objectives even if fully applied under ideal circumstances.
5. An analysis of the work carried out during the 1986-87 biennium shows that the secretariat and the regional activity centres have organized, prepared and conducted eighty-three meetings that included:
 - five meetings of the Bureau;
 - ten meetings of National focal Points and their subsidiary structures;
 - forty-two seminars and meetings of experts;
 - ten inter-agency consultations; and
 - sixteen training courses and intercalibration exercises.

6. At such a pace it is not always possible to ensure the quality of documentation, and the depth of analysis and preparation that UNEP considers essential for effective co-ordination of activities reviewed or recommended by these meetings. On the Government side, it is becoming difficult to ensure effective participation in these meetings or appropriate follow-up to their recommendations and decisions. The lack of comprehension of the Action Plan is evident in many of the technical meetings convened under the individual components of the Action Plan, revealing the lack of proper co-ordination on national level.
7. In addition to the preparation of meetings and the vast amount of documents prepared for these meetings, a large number of substantive documents was prepared by the secretariat that often required contributions from Contracting Parties, such as the draft directory of marine and coastal protected areas, the draft guidelines for establishment and management of protected areas, the three directories of institutions and experts issued by PAP/RAC, the four assessments prepared in the framework of MED POL, the draft protocol on off-shore exploration and exploitation, the survey of training programmes, the risk assessment of marine casualties involving hazardous substances (other than oil), the guide to exploration and exploitation of natural oil and gas resources in the Mediterranean sea bed, the Blue Plan scenarios.
8. The publications, not counting documents used only during meetings, contain eleven documents in the MAP Technical Series, ten technical documents, nine language versions of the MAP brochures, and five issues of Medwaves.
9. The Executive Director feels that while all these meetings and documents are relevant to the general objectives of the Action Plan, they would not all stand the test of a strict priority screening.
10. The links between various activities are in particular missing and some of them are developing in a centrifugal way, without providing mutual reinforcement for the main issues on which the Action Plan was expected to concentrate. In addition, most of the activities are mainly oriented towards assessment of the region's environmental problems and only some of them contribute directly to the solution of these problems through management action.
11. For these reasons the Executive Director wishes to reiterate his proposal that the Action Plan should be re-focused on environmentally sound integrated planning and management of the Mediterranean Basin, which was declared as the central objective and the cornerstone of the Action Plan at its adoption in 1975.
12. The proposed re-focusing of the Action Plan would take full advantage of the past achievements of the Action Plan as well as of on going activities and structures which could be easily adapted and streamlined to meet the central goal of the Action Plan.

Proposed strategy

13. The Mediterranean scenarios which resulted from the Blue Plan should be carefully examined by the Contracting Parties, as the likely common theoretical framework for environmentally sound integrated planning and management of the Mediterranean Basin.
14. Using these scenarios as background, the Contracting Parties should endeavour to prepare, or to complete the preparation of their national scenarios. By comparing the findings of the national scenarios with those of the scenarios covering the whole Mediterranean Basin, the validity of the latter should be verified and their conclusions modified, as appropriate.
15. As an extension of the work on national scenarios, experimental areas should be designated by the Contracting Parties in which detailed coastal zone development and management plans would be formulated and implemented by the Parties on the basis of principles underlining the Convention and the Action Plan. In the formulation of these plans the "sea use" concept should be applied along with the "land use" concept.
16. The activities of MED POL, the Priority Actions Programme and the Tunis centre should concentrate on providing background information and substantive input relevant to the formulation and implementation of coastal zone development and management plans in the experimental areas.
17. Without waiting for the completion of the coastal zone development and management plans in the experimental areas, targets identified by the Genoa Declaration should be achieved according to the envisaged timetable, but giving priority for their achievement in the experimental zones.

Implications of the proposed strategy

18. The present decision-making process of the Contracting Parties and the institutional structures set up by them to implement their decisions would have to be adapted to the proposed strategy.
19. The periodic (biennial) meetings of the Contracting Parties should remain the highest authority to review the overall progress of the Action Plan and to decide on its general orientation and budget. The Parties should meet on high (ministerial) level, their meetings should be short (2-3 days) and their decision-making should be facilitated by appropriate preparatory work.
20. The Bureau of the Parties should play a key role in the decision-making process between the periodic meetings of the Parties and in the preparation of the meetings of the Parties. A procedure should be adopted to ensure an equitable distribution of the posts in the Bureau and an orderly rotation of its membership, taking into account the interest of all Parties. The Executive Director's proposal to that effect is contained in Annex I to this document.

21. Four committees should be established by the Parties. All Parties should be represented in these committees through members designated by the national focal points for the Action Plan. The committees would keep under direct review the progress in the relevant parts of the Action Plan and prepare recommendations for decisions of the Bureau or the meetings of the Parties. The proposed committees are:
 - (a) Socio-economic Committee;
 - (b) Scientific-technical Committee;
 - (c) Financial-management Committee; and
 - (d) Legal Committee
22. The Socio-economic Committee would replace the present Blue Plan and Priority Actions Programme focal points. It would meet annually and would deal with the follow-up of Blue Plan and with activities of the Priority Actions Programme. In view of the proposed strategy, the Committee would play a certain role in harmonious development of the Action Plan.
23. The Scientific-technical Committee would replace the present MED POL co-ordinators. It would meet annually and would deal with matters relevant to the implementation of the scientific and technical aspects of the Action Plan, specifically with MED POL, ROCC and the follow-up on the protocols for specially protected areas and for land-based sources of pollution.
24. The Financial-management Committee would meet biennially in order to review the expenditures (accounts) of the Action Plan, the status of the Trust Fund and the effectiveness of the Action Plan's management. The Committee would in particular be in charge to prepare recommendations for the extension of the Trust Fund, for the level of contributions to the Trust Fund, for the budget and for improvement of the Action Plan's management.
25. The Legal Committee would meet on an ad hoc basis (as decided by the Contracting Parties) to consider revisions and amendments to the Convention and its protocols and to review additional protocols to the Convention.
26. In order to ensure a full and effective co-ordination of national activities relevant to the Action Plan, National Committees for the Mediterranean Action Plan should be established by every Contracting Party. The National Committees should be headed by the National Focal Point for the Action Plan. The members of the National Committee should include representatives of national administrations relevant to the Action Plan.
27. In order to ensure a better co-ordination, all correspondence on policy matters as well as on matters relevant to the work and meetings of the proposed four committees should be only between the National Focal Points and the secretariat, with copies to the members of the National Committees.

28. The Co-ordinating Unit for the Mediterranean Action Plan in Athens would remain to operate, under the authority of the Executive Director and within the mandate and decisions of the Contracting Parties, as the de facto secretariat of the Action Plan and the Convention. The Unit would provide for the overall technical co-ordination of the Action Plan and would act as the data management centre for all information generated by, or relevant to the Action Plan.
29. The regional activity centres in Sophia Antipolis, Split, and Tunis would remain to operate as national institutions, on a project funding basis, in order to implement specific activities of regional significance.
30. The position and role of the Regional Oil Combating Centre in Malta in the framework of the proposed strategy and streamlined institutional structures should be examined by the Contracting Parties.

Steps proposed for the implementation of the strategy

31. The Parties are invited to take note of the facts which led the Executive Director to propose the strategy of refocusing the Action Plan on its main goals (paragraphs 1-12).
32. The Parties are invited to consider and endorse the Executive Director's proposed strategy for the concentration of the Action Plan on environmentally sound integrated planning and management of the Mediterranean Basin (paragraphs 13-17).
33. The Parties are invited to decide on the proposed:
 - (a) nature and duration of the future meetings of the Parties (paragraph 19);
 - (b) role and composition of the Bureau (paragraph 20);
 - (c) establishment of the proposed four committees and adoption of their mandates (paragraphs 21-25);
 - (d) establishment of national committees for the Action Plan and the central co-ordinating roles of national focal points (paragraphs 26-27);
 - (e) role of the Co-ordinating Unit in Athens (paragraph 28), and
 - (f) nature and role of regional activity centres in Malta, Sophia Antipolis, Split and Tunis (paragraphs 29-30).

34. Should the Parties endorse the recommendations contained in the preceding paragraphs, and keeping in mind the time needed for a full scale refocusing of the Action Plan, the Executive Director is proposing the adoption by the present meeting of the Parties of the workplan, timetable and budget presented in document UNEP/IG.74/3, with the understanding that the Bureau will be authorized to make the necessary adjustments and changes, within the total of the approved budget, in order to meet the requirements of the Action Plan's new course.

35. The timetable proposed by the Executive Director for the major events leading to the Sixth Ordinary Meeting of the Parties in 1989 is:

- | | |
|--------------------------|---|
| Oct. 1987-
March 1988 | Establishment of the National Committees for the Action Plan by the Parties and notification to the secretariat about their establishment and composition. |
| Oct 1987-
March 1988 | Examination of the Mediterranean scenarios and development of national scenarios (with assistance of BP/RAC) by the Parties, including the selection of experimental areas for which detailed coastal zone development and management plans would be formulated and implemented by the Parties. Preferably each area should be administratively self-contained in order to ensure easier co-ordination of technical departments that will be involved in the formulation and implementation of these plans. |
| Jan. -
March 1988 | Consultations of the Executive Director with the International Maritime Organization, the government of Malta and other Contracting Parties about the position and role of the Regional Oil Combating Centre in the framework of the Mediterranean Action Plan refocused on coastal zone development and management. |
| March 1988 | Notification by the Parties to the secretariat about the selected experimental areas and about the composition of the National Committees for the Action Plan. |
| March -
June 1988 | Preparation of a detailed analysis and proposal by the secretariat, in co-operation with the regional activity centres and in consultation with National Focal Points, for the possible involvement, role and contribution of various components of the Action Plan to the formulation and implementation of development and management plans of each of the selected experimental areas. |
| July 1988 | Distribution to the National Focal Points of the secretariat's analysis and proposal on the possible contribution from the various components of the Action Plan to the formulation and implementation of development and managements plans in the experimental areas. |

- Sept. 1988 Meeting of the Socio-economic Committee to:
- review the Mediterranean scenarios prepared in the framework of the Blue Plan;
 - review the progress in the preparation of the national scenarios;
 - examine the progress of the Priority Actions Programme;
 - note the experimental areas proposed for the formulation and implementation of detailed development and management plans and to review the secretariat's proposal for the contribution of the components of the Mediterranean Action Plan to the formulation and implementation of these plans; and
 - recommend to the Bureau steps and measures for refocusing the various components of the Action Plan, including their financial implications, in order to contribute meaningfully towards the formulation and implementation of coastal zone development and management plans in the experimental areas.
- Sep. 1988 Meeting of the Bureau to:
- examine the progress in the implementation of the Action Plan, specifically concentrating on the recommendations of the Socio-economic Committee; and
 - to decide on the Committee's recommendations, including the necessary adjustments in the workplan, timetable and budget adopted by the Fifth Ordinary Meeting of the Parties.
- November 1988 Meeting of the Scientific-technical Committee to:
- review the progress in the implementation of the scientific-technical aspects of the Action Plan (MED POL, land-based sources protocol, specially protected areas, and ROCC); and
 - to translate the decisions of the Bureau into a detailed workplan for activities of MED POL, ROCC and Specially Protected Areas to be implemented until the end of 1989.

June 1989

Meeting of the Scientific-technical Committee to:

- review the progress in the implementation of the scientific-technical components of the Action Plan, specifically the implementation of the workplan recommended by the meeting of the Committee in September 1988; and
- examine the proposal of the secretariat for the 1990-1991 workplan, timetable and budget for the socio-economic components of the Action Plan and formulate the Committee's recommendations in that respect.

June 1989

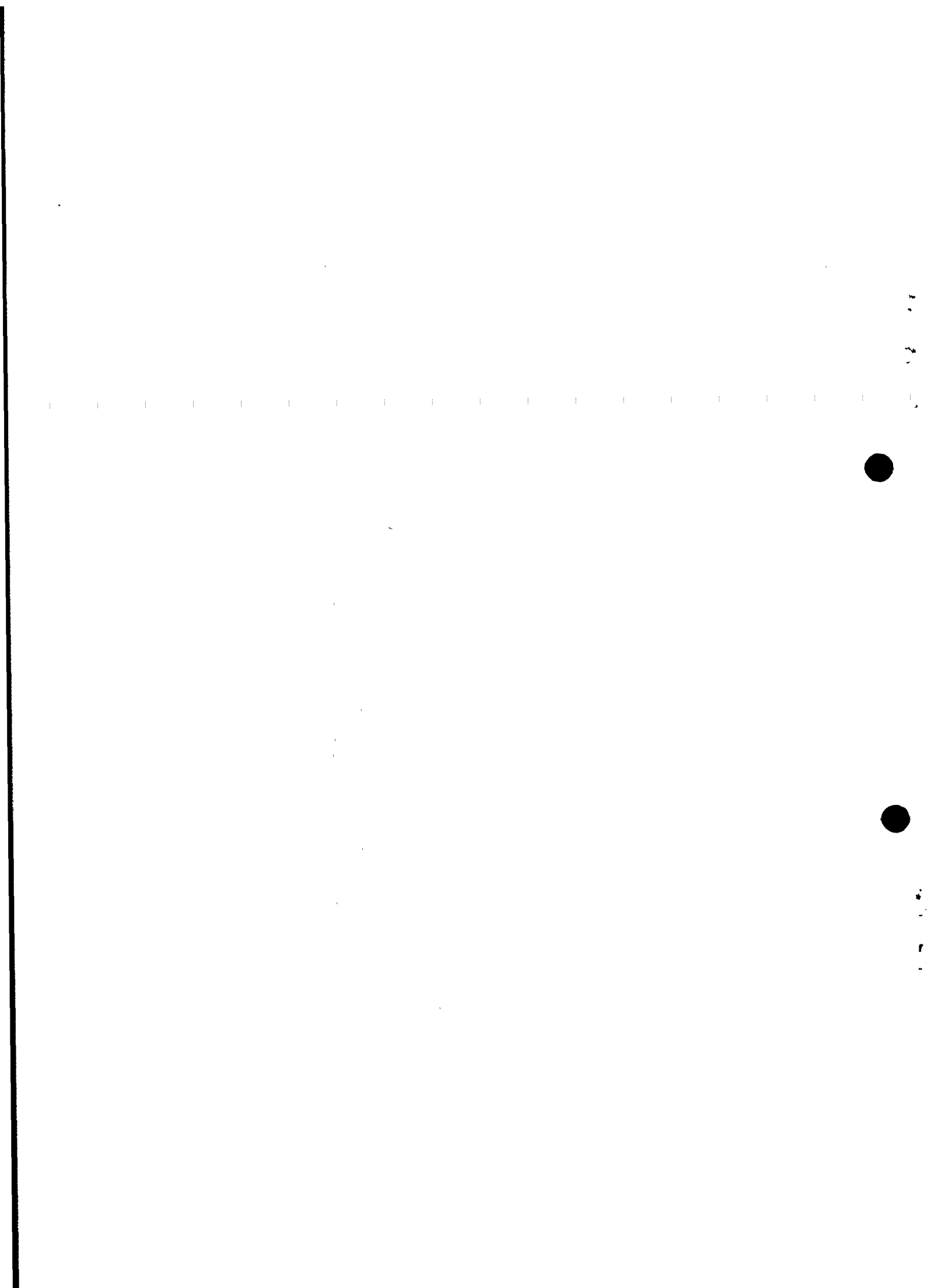
Meeting of the Bureau to:

- examine the progress in the implementation of the Action Plan on the basis of the reports of the Socio-economic and Scientific-technical Committees as well as of the report of the secretariat;
- examine the proposal of the secretariat for the 1990-1991 workplan, timetable and budget on the basis of relevant recommendations of the Socio-economic and Scientific-technical Committees;
- recommend, for consideration of the Sixth Ordinary Meeting of the Contracting Parties, the workplan, timetable and budget for the 1990-1991 biennium; and
- advise the Executive Director on the agenda, documentation, conduct and other matters relevant to the Sixth Ordinary Meeting of the Contracting Parties.

- Sept. 1989 Meeting of the Financial-management Committee to:
- examine the budget proposed by the Bureau for the 1990-1991 biennium;
 - examine the extension of the Trust Fund and the apportionment of contributions to the Trust Fund in the biennium 1990-1991;
 - examine the financial, administrative and personnel arrangements relevant to the management of the Action Plan; and
 - formulate recommendations relevant to the budget, the Trust Fund and to the management of the Action Plan for consideration of the Sixth Ordinary Meeting of the Contracting Parties.
- Oct. 1989 Meeting of the Bureau (a day before the meeting of the Parties) to:
- review the documentation prepared for the meeting; and
 - advise the secretariat on the conduct (timetable) of the meeting.
- Oct. 1989 Sixth Ordinary Meeting of the Contracting Parties to:
- review the report of the Executive Director on the progress in the implementation of the Action Plan in the period since the Fifth Ordinary Meeting of the Parties; and
 - review and decide on the proposed workplan, timetable and budget proposed by the Executive Director for the biennium 1990-1991 on the basis of recommendations emanating from the meetings of the Socio-economic and Scientific-technical Committees, taking into account the recommendations of the Bureau and the Financial-management Committee.

Conclusions

36. The Executive Director considers that the proposed refocusing of the Action Plan on the environmentally sound coastal zone planning and management will make the Action Plan a fully meaningful instrument of regional co-operation and will justify the past efforts and aspirations of the Parties to the Barcelona Convention to protect the Mediterranean Basin as their common heritage.



AnnexProcedure proposed for the election of members of the
Bureau of Contracting Parties

1. The President, two Vice-presidents and Rapporteur of the Bureau shall be elected by four sub-groups of Contracting Parties, each sub-group electing one member, taking into account its past record as Bureau member.
2. The sub-group electing the President shall be drawn by lot, the first year and shall subsequently rotate in the alphabetical order of the sub-groups.
3. The sub-groups shall be composed as follows:

A	B	C	D
Algeria	Greece	Egypt	Cyprus
Morocco	Israel	E.E.C	Lebanon
Spain	Italy	France	Libyan A.J.
Tunsia	Turkey	Monaco	Malta
	Yugoslavia		Syrian A.R.