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EXTERNAL EVALUATION OF THE PRIORITY ACTIONS PROGRAMME REGIONAL ACTIVITY CENTRE

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ACRONYMS

CAMP	Coastal Area Management Plan
CCA	Tourism Carrying Capacity Assessment
DGCONA	Dirrección General de Conservacion de la Naturaleza (Spain)
DSS	Decision Support Systems
EAM	Network on Environmental Aspects of Aquaculture Activities in the Mediterranean
EC	European Commission
EIA	Environmental Impact Assessment
EIS	Environmental Information Systems
EU	European Union
FAO	United Nations Food and Agriculture Organisation
GIS	Geographical Information Systems
IAEA	International Atomic Energy Agency
ICAM	Integrated Coastal Area Management
ICARM	Integrated Coastal and River Basin Management
ICOMOS	Conseil International des Monuments et des Sites
IMO	International Maritime Organisation
IOC	Intergovernmental Oceanographic Commission
GEF	Global Environmental Facility
LFA	Logical Framework Approach
MAP	Mediterranean Action Plan
MCSD	Mediterranean Commission on Sustainable Development
MedProCoast	Mediterranean Project on Coastal Zone Management
MEDRAP	Mediterranean Regional Aquaculture Development Project
MEDU	Mediterranean Co-ordinating Unit
METAP	Mediterranean Environmental Technical Assistance Programme
MTF	Mediterranean Trust Fund
NFP	National Focal Point
NGO	Non-Governmental Organisation
PAP-RAC	Priority Actions Programme Regional Activity Centre
RAC	Regional Activity Centre
REMPEC	Regional Marine Pollution Emergency Centre for Mediterranean Sea
SAP MED	Mediterranean Strategic Action Programme
SEA	Strategic Environmental Assessment
SMAP	Short and Medium Term Actions Programme
UNESCO	United Nations Education, Science and Culture Organisation
UNEP	United Nations Environment Programme
WB	World Bank

1. INTRODUCTION

1.1 Background

The Mediterranean Action Plan (MAP) was established in 1975 in recognition of the need to address the mounting problems associated with pollution and unsustainable resource use within the Mediterranean Sea. In 1976, the Convention for the Protection of the Mediterranean Sea Against Pollution (the Barcelona Convention) was adopted as MAP's legal framework. Twenty Mediterranean countries and the European Union are Contracting Parties to the Barcelona Convention, and are responsible for its implementation. The Contracting Parties are supported by the Secretariat of the Barcelona Convention entrusted to UNEP and its Coordinating Unit (MEDU), and by six MAP Regional Activity Centres (RACs), based in: France (Blue Plan RAC); Croatia (Priority Actions Programme (PAP) RAC); Tunisia (Specially Protected Areas RAC); Malta (REMPEC); Italy (Environment Remote Sensing RAC); and Spain (Clean Production RAC). The RACs are tasked with undertaking specific activities within the framework of the Barcelona Convention. This evaluation focuses on the performance of the PAP-RAC, based in Croatia.

1.2 Scope of the PAP-RAC Evaluation

At their Tenth Ordinary Meeting (Tunis, November 1997), the Contracting Parties recommended that the MEDU coordinate or undertake regular evaluations of the activities of the MAP Regional Activity Centres. This evaluation of PAP-RAC builds upon an earlier evaluation, carried out in 1999 by Mr Aldo Manos and Mr Backson Sibanda, and is intended to explore, in particular, the cost-effectiveness of PAP-RAC.

The scope of this evaluation covers the period since the inception of PAP-RAC in 1980; with particular attention paid to the period 1991-2000. The objectives of the evaluation are to:

- Assess achievements of PAP-RAC to date, with respect to the planned and actual outputs of the Centre, taking into account resources utilised;
- Examine the effectiveness of the PAP-RAC activities and outputs at the regional Mediterranean and national levels, and compare this impact with the level of financial support received by PAP-RAC;
- Determine how impacts may be enhanced in the future, and what resources would be required to achieve this;
- Highlight any lessons learned from the Programme that might improve the future work of PAP-RAC; and
- Determine to what extent PAP-RAC has been successful in fulfilling its objectives and mandate.

Full Terms of Reference are provided in Appendix 1.

1.3 Methodology of the evaluation

The evaluation was undertaken by Ms Alexandra Holland and Ms Nesrin Algan in June 2001. Following an initial period of familiarisation with PAP-RAC and its activities and outputs, the consultants issued a brief questionnaire to some 90 people, comprising national focal points; government personnel; NGOs; UNEP staff; EC staff and regional experts, with the objective of obtaining their views on the programme. Both consultants met in Split in early June to engage staff members of PAP-RAC in discussions concerning their work. Initially, it was planned that Ms Holland and Ms Algan would undertake consultation visits to each Contracting Party State. However, given

logistical and financial constraints it was decided instead that Ms Holland should attend the Joint National Focal Point (NFP) Meeting in Cefalu (Palermo), 12-15 June, to enable more cost-efficient consultation with relevant NFPs. Ms Algan, through her role in the evaluation of the Blue Plan RAC, was able to undertake in-country consultation with NFPs in Algeria, Lebanon, Syria and Tunisia, in May and June 2001.

1.4 Report Structure

This report is set out into four sections. Section 1, the introduction, is followed by a description of the PAP-RAC mandate, and how it has evolved over the past 20 years (Section 2). Section 3 sets out the findings of the evaluation, in terms of the activities and outputs produced, and an examination of the efficiency and effectiveness of the PAP-RAC Programme. The final section, Section 4, suggests how efficiency and effectiveness might be improved in the future; and explores whether the proposed new PAP-RAC mandate is in a position to embrace these suggestions.

2. PAP-RAC MANDATE

PAP-RAC was established in Split in 1980 to assist in the implementation of the Integrated Planning Component of the MAP. Its long-term objectives have been to safeguard and improve the environmental quality of the Mediterranean basin through the implementation of the PAP-RAC Workplan, under the guidance of the MAP Coordinating Unit (MEDU) and according to the decisions of the Contracting Parties. It was expected that PAP-RAC would establish a permanent network of continuous cooperation among the Mediterranean coastal states concerning practical actions for progressive inter-sectoral planning, elaborated through the NFPs in cooperation with MEDU.

The initial mandate and scope of activities of the PAP-RAC, defined at the Intergovernmental Meeting on the Blue Plan held in Split in 1977, and modified by subsequent meetings convened under the auspices of the Contracting Parties, was to focus on the following 10 priority actions:

- 1 Integrated planning and management of coastal areas;
- 2 Water resources management;
- 3 Development of sustainable tourism;
- 4 Environmental impact assessment (and recently, strategic environmental assessment);
- 5 Solid and liquid waste management;
- 6 Protection of soils;
- 7 Rehabilitation and reconstruction of historic Mediterranean settlements;
- 8 Land-use planning in earthquake zones;
- 9 Renewable sources of energy; and
- 10 Mediterranean network of aquaculture.

In 1995, the Barcelona Convention was revised, which led to the adoption of the MAP Phase II and coincided with the establishment of the Mediterranean Commission on Sustainable Development (MCSDD), charged with introducing the concept of sustainability. As the emphasis on the PAP-RAC 10 priority actions had changed over the previous decade, to reflect regional need and the ability to generate impact, it was considered an appropriate point to re-examine the mandate of PAP-RAC. At the recommendation of the Contracting Parties, the result was a narrower focus on the following core elements; those in which it was felt it had gained significant know-how and regional recognition in the preceding 15 years:

- The development of tools and methodologies for Integrated Coastal Area Management (ICAM), and their application through Coastal Area Management Plans (CAMPs);
- The sustainable management of water resources;
- Sustainable tourism;
- Environmental impact assessment (and recently, strategic environmental assessment);
- Sustainable development in urban and rural areas; and
- Protection of soils.

It was intended that as a number of the above activities were also a focus of the Blue Plan, coordination between the two RACs should be paramount. It was envisaged that where there was the potential for overlap, the Blue Plan would focus more on prospective studies, whilst PAP-RAC would concentrate on delivering direct and tangible support to national and local levels in the short and medium term.

At the joint NFP meeting in Cefalu (Palermo), 12-16 June 2001, and at the request of the Contracting Parties, PAP-RAC presented its proposed new mandate for the next 5 years. The key elements of this proposed new mandate are:

- Emphasis on Integrated Coastal Area Management and Planning;
- Continued implementation of CAMP projects;
- Support to the Mediterranean Commission on Sustainable Development (sustainable coastal tourism; and urban and water resources management in coastal areas); and
- Pronounced catalytic role of the Centre.

The proposed new mandate is one focused entirely on ICAM and activities in support of ICAM, and reflects the lessons learned from implementing a broad and rather piecemeal programme over the past 20 years, where limited resources have been dispersed over a wide range of activities. The new mandate has attempted to eliminate those priority actions that had particular relevance to just a few countries, thereby emphasising PAP-RAC's objective to respond to the needs of the region and to strengthen its regional focus, and by doing so reduce the degree of overlap with other RACs. In the definition of the new mandate, PAP-RAC has also terminated effort on activities that were considered marginal to the Barcelona Convention, such as landuse planning in earthquake zones. The same has applied to activities in which PAP-RAC has limited experience, such as the priority action on sustainable forms of energy, where other centres of excellence within the region are better able to address demand for these services.

In addition to a definition of its focus areas, a clearly stated aim of the new mandate, but one which has generated significant efforts from PAP-RAC over the past few years, is its emphasis on playing a catalytic role. In this role, the Centre will attempt to attract additional funds or support to follow-up its activities at a national or regional level. This is a realistic recognition that PAP-RAC's budgetary and staffing resources are alone insufficient to achieve the sustainable development of coastal resources within the Mediterranean region.

It is expected that the new mandate will be discussed by MAP NFPs in September, and then by the Contracting Parties at their next Ordinary Meeting in Monaco, 14-17 November 2001.

3. FINDINGS

Given that this evaluation is tasked with examining the performance of PAP-RAC over the past decade, during which time the scope of activities have varied somewhat, this report is structured largely to examine performance according to the ten initial priority actions defined by the Contracting Parties in 1980 (see Section 2). This section provides a brief overview of the activities and outputs produced under each priority action between 1990-2000. It then explores the efficiency of the work of PAP-RAC; essentially comparing outputs with resources allocated, and the degree to which PAP-RAC has been able to have a regional influence. From discussions with NFPs and PAP-RAC staff, responses to the questionnaire, and a review of key outputs, the report attempts to assess the degree of effectiveness and impact achieved by the Programme.

3.1 Key Activities and Outputs (1990-2000)

3.1.1 Integrated planning and management of coastal areas

The priority action on Integrated Planning and Management of Coastal Areas has evolved over time to include activities relating to Integrated Coastal Area Management (ICAM), Coastal Area Management Plans (CAMPs), and Integrated Coastal and River Basin Management (ICARM). It is also currently the main focus of PAP-RAC activities.

Objectives: To establish a process of exchange of experience and knowledge on integrated planning and management of coastal areas, and to assist Contracting Parties in the application of ICAM knowledge (e.g. through the development of CAMPs).

Activities

The key activities under this action programme have centred on the development of tools and methodologies to assist Contracting Parties to implement ICAM. Outputs have taken the form of training programmes, workshops and expert meetings, technical reports and guidelines. A summary of these activities and outputs is given below.

Training Courses and Workshops

As an essential component of capacity building, training has been provided to almost all Mediterranean states in the principles of ICAM, and over the past ten years, numerous workshops and training course have been held on ICAM and related subjects. Training courses have also been provided in a number of tools and techniques to support ICAM, namely:

- Geographical Information Systems;
- Decision Support Systems;
- Environmental Impact Assessment and Strategic Environmental Assessment;
- Tourism Carrying Capacity Assessment;
- Environmental Information Systems;
- Economic instruments;
- Public property valuation;
- Management of soil erosion;
- Sustainable urban management (and solid and liquid waste management); and
- Sustainable water resources management.

Although classified as ICAM-related tools, a number of these training courses also relate specifically to other priority actions, such as EIA and water resources management. This indicates the degree of overlap between the priority actions and ICAM, and hence PAP-RAC's move towards a mandate that is entirely focused on ICAM and sustainable development in coastal areas, rather than specific sectoral activities in addition to ICAM (which itself is a framework aimed at harmonising different sectoral objectives whilst striving to achieve sustainable development).

The training courses on ICAM have been held in ten countries, namely those engaged in CAMPs, and wherever possible these courses have involved trainees from all around the region. In some instances, PAP-RAC has attempted to determine the effectiveness of its training through issuing questionnaires to Contracting Parties, with the objective of deriving a more needs-oriented approach to capacity building.

A number of workshops addressing ICAM have been held during the last decade, on topics such as:

- ICAM in the Mediterranean (Cairo);
- The application of economic instruments in integrating coastal zone planning and management with emphasis on the Mediterranean (as part of the MEDCOAST Conference in Antalya);
- The Demonstration Programme of ICZM in Central and Eastern Europe and the Newly Independent States (Split); and
- Integrated Coastal Area and River Basin Management (ICARM) (Toulon).

Technical reports and expert meetings

Over the past decade, numerous technical reports and guidelines on ICAM-related topics have been produced by PAP-RAC staff and regional experts, with the objective of assisting Mediterranean countries in the sustainable management of their coastal resources¹. Of these documents, a number have had particular importance at the regional level. One such publication, in which PAP-RAC has attempted to learn lessons (both positive and negative) from its activities in ICAM, is the METAP/MAP "Assessment of ICAM in the Mediterranean: experiences from METAP and MAP (1988-1996)". This publication suggested concrete interventions for the World Bank METAP Phase III Programme and MAP Phase II Programme (through CAMPs). UNEP and PAP-RAC have jointly prepared several noteworthy reports, one being the "Guidelines for Integrated Coastal and Marine Areas Management with Special Emphasis to the Mediterranean Basin". The document has been distributed to numerous addresses worldwide, and has been referenced in a large number of major publications. PAP-RAC was responsible for coordinating the preparation of the recently issued White Paper on Integrated Coastal Zone Management in the Mediterranean. It is proposing to prepare guidelines for developing national legislation in support of ICAM, and recommendations for including strategic environmental assessment into the planning system of Mediterranean countries.

Importantly, PAP-RAC is attempting to learn lessons from the successes of its CAMP programmes, which will be discussed at a regional workshop later this year.

The majority of technical reports and guidelines have been reviewed at expert meetings. Expert meetings and seminars have also been held on subjects such as:

1. The development of Guidelines for ICARM;
2. Sustainable development and urban management;
3. Strategic Environmental Assessment;

¹ A full list of PAP-RAC documents and the languages in which they are available is given on the PAP-RAC website <http://www.pap-thecoastcentre.org>

4. Sustainable tourism;
5. Coastal legislation;
6. The application of ICARM Guidelines;
7. Economic instruments; and
8. The application of ICARM to the River Cetina Basin, Croatia.

The majority of these expert meetings have been held at the PAP-RAC offices in Split, which have adequate conferencing facilities for 30 or so participants.

Increasingly, PAP-RAC is engaging in the preparation of proposals to support ICAM initiatives around the region. In 1998, PAP-RAC assisted in the preparation of a project document for the development and implementation of economic instruments to address pollution from land-based activities in the Mediterranean (under the Mediterranean Strategic Action Programme - SAP MED). This project is now underway. In 2000, PAP-RAC prepared a project proposal on Forest Fire Management in the Eastern Adriatic for EC LIFE-Third Countries funding. Very recently, and together with MEDU and other RACs, PAP-RAC assisted in the development of a proposal seeking funding from the EU-funded Short and Medium Term Action Programme (SMAP) to support the implementation of a Mediterranean Project on Coastal Zone Management (MedProCoast). The EC is currently considering this request for support.

Under the auspices of the Mediterranean Commission on Sustainable Development (MCS D), PAP-RAC has played a leading role in supporting the Working Group on Sustainable Management of Coastal Zones, and, together with the Blue Plan, on water resources. PAP-RAC also took a leading role in the MCS D working group on urban management and sustainable development, and participated in MCS D workshops on sustainable tourism and water resources management, contributing to technical reports on these topics. PAP-RAC has produced recommendations pertaining to ICAM that have been approved by the Contracting Parties.

Under the ICAM priority action programme, a number of changes to the intended work programmes have occurred during the past ten years, including: 1) a national training course on the application of GIS was not organised as activities relating to GIS were channelled through the CAMP process. Instead, funds were allocated for organising a regional training course on ICAM in 1998; 2) a workshop to assess ICAM activities in the Mediterranean was postponed to 1998 due to logistical difficulties in its organisation.

CAMPs

Coastal Area Management Plans (CAMPs) have been a key element of PAP-RAC ICAM activities in the Mediterranean; the concept of which was established at the 6th Ordinary Meeting of the Contracting Parties (Athens, 1989). It was anticipated that CAMPs, which are essentially small-scale pilot projects implemented on a national or local level, would embrace a number, if not all, of the PAP-RAC priority actions. CAMPs have intended to provide a 'hands-on' demonstration of ICAM, within which the tools and techniques of ICAM could be applied with the objective of enhancing national capacity in ICAM. To date, CAMPs have been implemented in ten Mediterranean countries, and four are in preparation. A brief summary of the activities of each of these is presented below, and where possible, an indication of the degree of impact and follow-up has been provided.

Izmir Bay, Turkey

The CAMP established in Izmir Bay in Turkey was one of the first CAMPs to take place, starting in 1990/1991. The key outputs of the CAMP have been the provision of GIS training; a contribution to the provision of software; and an EIA for a wastewater treatment plant. Documents were prepared on the land use, environmental and economic profile of the area. The CAMP involved the participation of local and national experts in the Integrated Planning Study of Izmir Metropolitan Municipality. A

number of activities planned for this CAMP could not be implemented, such as that on the Assimilative Capacity of the Izmir Bay, due to lack of data and support from the host country. An important impact of the CAMP has been the establishment of a permanent GIS Group within the Urban Planning Dept by the Metropolitan Municipality of Izmir.

Island of Rhodes, Greece

A CAMP was implemented on the Island of Rhodes in 1990. The main activities included the implementation of a GIS training programme and database; an EIA for a wastewater treatment plant, together with training on EIA; and a tourism carrying capacity assessment was carried out for south-eastern Rhodes. Technical studies were produced on the institutional aspects of environmental protection; development options; public investments and water resources management. An Integrated Planning Study of the Island was prepared with the participation of local and national experts. Whilst the CAMP has not been thought to have had much impact on the Island of Rhodes, evidence of its catalytic impact is the European Investment Bank support to a second phase of the project.

Syria

The work plan for CAMP Syria was agreed in the early 1990s, during which time a GIS training programme and database were implemented. Training in EIA, and an EIA for the Amrit tourist complex were also conducted, as was a study on solid waste management. The Coastal Resources Management Plan of the Syrian coastal area was prepared in collaboration with local and national experts. The CAMP concluded in 1994, and the final results were presented at a workshop in Damascus. Participants considered that the CAMP had been very useful, having raised national awareness of ICAM and enhanced capacity for intersectoral planning. Follow-up activities include a workshop to review the activities and lessons learned from the CAMP Syria process between 1988-1994, and the preparation of a GIS-project for the City of Banyas.

Kastela Bay, Croatia

A CAMP was established in the Kastela Bay region of Croatia, formally an industrialised area, in 1990. Between 1990-1993, the CAMP focused on several activities, including a GIS training programme and the establishment of a GIS database. A GIS training of trainers programme was also carried out, in which three Croatians qualified, and these people then went on to train others in GIS within the Mediterranean region. An EIA of a submarine outfall was prepared, together with a regional environmental development report, which involved the participation of the Blue Plan RAC. Sectoral studies were conducted to determine the optimum treatment level for wastewater discharge and on water supply for the eastern part of the Bay. The historic and environmental values of the Pantan specially protected area were evaluated, which resulted in a proposal for the protection and utilisation of Pantan. The results of the Kastela Bay CAMP were presented in Split in 1994, at which it was concluded that the case studies and training had been important and effective outputs. Follow-up commitment from the World Bank and the European Investment Bank, in terms of infrastructure projects worth US\$200 million, was considered a catalytic success of the CAMP's influence. Other follow-up activities include the submission of a proposal by PAP-RAC to local authorities on the protection and utilisation of Pantan, an area of particular natural and historical importance.

Sfax, Tunisia

Fact-finding missions and negotiations with the Government of Tunisia concerning the establishment of a CAMP in Tunisia took place between 1990-1993. It was decided that the CAMP should focus on the heavily industrialised area of Sfax. The implementation of the CAMP began in 1994 and the key outputs included the development of an ICAM Plan of the Sfax area; a water resources management study, comprising several technical reports on the subject; technical reports on the management of solid and liquid waste; and the establishment of a GIS database. The CAMP came to a conclusion in

1999. Few follow-up activities have been initiated within the region since the completion of the CAMP.

Fuka-Matrouh, Egypt

Preparatory activities to undertake a CAMP in the coastal area of Fuka-Matrouh began in 1993, with the main output being a workshop on GIS. The actual CAMP activities started in 1994, with the main outputs being the delivery of training in GIS, ICAM, tourism carrying capacity assessment and EIA; a tourism carrying capacity assessment of the Fuka Matrouh area; a local ICAM and SEA plan of the area; and technical papers on land evaluation, soil degradation and desertification. A training course on soil surveying and aerial photo interpretation was held in 1995 in Marsa Matrouh. A final synthesis report was prepared to bring the CAMP to a conclusion in 1998.

CAMP Fuka-Matrouh has been considered a success in Egypt for several reasons. Firstly, the emphasis placed on utilising local consultants wherever possible (for example, the University of Alexandria in GIS, land-use planning and soil conservation), and their interaction with international consultants, has strengthened local capacity. Secondly, the CAMP process encouraged the development of a regional network of practitioners and projects concerned with coastal management related activities, and facilitated the sharing of information between projects. Finally, the CAMP contributed to the introduction of the concept of using intersectoral approaches to manage coastal resources in Egypt, which has influenced national policy on ICAM, currently being prepared by a committee of 17 members from the public and private sectors. The Government of Egypt is currently looking for funds to assist in the preparation of national ICAM guidelines, based on the lessons learned from Fuka-Matrouh.

Albania

CAMP Albania was initiated in 1994. The main activities of the CAMP included sectoral reports on water resources management for the Erzeni and Ishmi Rivers, and a natural resources and socio-economic baseline of this area. Training courses were provided in GIS and ICAM methodology, and a tourism carrying capacity assessment for Lazli Bay, and an EIA study for the Ksamili Peninsula Project, were carried out. Assistance was provided to local authorities in the implementation of EIA guidelines, and a coastal profile for the Durres Vlore Region was prepared, which resulted in a Coastal Zone Management Plan for the region. The CAMP was completed in 1996, and the results were presented at a national conference on coastal zone management. CAMP Albania led to the development of a larger coastal project, funded by the World Bank, focused on the northern and southern coastal regions. PAP-RAC assisted in the preparation of this project. The Albanian Government has already applied the training provided under the CAMP by carrying out a tourism carrying capacity assessment for Rodonit-Lalzi Bay, and has been very active in formulating an ICAM strategy for the country.

Israel

The Agreement to implement a CAMP in Israel was signed in 1994. Between 1994-1997, the key activities concentrated on assisting the Government of Israel in the preparation of the First National Strategy for Sustainable Development. The actual implementation of the CAMP began in 1997, and covered the whole of the country's Mediterranean coastline. The key elements of the CAMP included a Coastal Sand Resources Management Study; Cliff Instability Study; Socio-economic Evaluation of the Mediterranean Coast; and sectoral studies to inform the preparation of the Sustainable Development Strategy for Israel. PAP-RAC also assisted the Government of Israel in the implementation of a workshop on conflict management in 1999. The CAMP was completed in 2000. Several activities have been underway since the completion of the CAMP, which have been attributed to the CAMP's influence, namely that the Israeli Government has promoted 'greener' planning and water conservation policies. The CAMP has also contributed to a proposal for a coastal environment protection law.

Malta

Following the appointment of a National Focal Point in Malta in 1997, preparations were made to establish an Agreement for the implementation of a CAMP in Malta, which started in 1999. Emphasis has been placed on ensuring wide stakeholder consultation throughout the process. Several key national institutions co-operated in the formulation of the project, and the public is being encouraged to take part in resource use decision-making. The main elements of the CAMP will be data management; a national coastal management plan; a national integrated water resources management plan; and improved management of soil erosion and desertification.

Al Hoceima Morocco

The initial preparatory activities are currently underway to establish a CAMP in Morocco, in the Al Hoceima region. To date, a technical publication containing information relating to the Al Hoceima region has been prepared. It is anticipated that the CAMP will start in 2002.

Algeria

In 1997, PAP-RAC and Blue Plan worked together in undertaking initial consultation with the Algerian Government regarding a preliminary study for a CAMP in Algeria. Current progress with this CAMP has been delayed due to weak communication between PAP-RAC and the Algerian authorities.

Lebanon

Preliminary activities to undertake a CAMP in Lebanon started in 1999, although the Agreement was not signed until 2001. It is envisaged that initial activities will focus on the formulation of a sustainable integrated coastal management strategy and legislative framework at the national level, which will be accompanied by training in ICAM. Several local/regional level activities are also planned, including the development of an ICAM Plan for southern Lebanon and an urban master plan.

Slovenia

Initial discussions have been held with the Government of Slovenia with respect to the proposed development of a CAMP. The possibility of developing a trans-boundary CAMP between Slovenia, Italy and Croatia has been discussed.

3.1.2 Water resources development for Mediterranean islands and isolated coastal zones

Objective: To provide assistance to governments and national organisations in solving water resources management problems and applying concept of integrated water resources management.

Activities

The key activities and outputs achieved over the past decade include:

- The preparation of a project for water resources management on the Island of Rhodes, funded by the EC;
- Advice to the Government of Malta in the preparation of a proposal for aquifer restoration and protection, which later received ECU\$1 million from the EC;
- Production of a number of technical documents on water resources conservation in Israel, Malta and within the Mediterranean region; environmental guidelines for municipal wastewater reuse in Mediterranean region; and guidelines on water resources planning. Guidelines on an integrated approach to the management and use of coastal water resources were published in English, French and Croatian;
- Regional training courses on water resources management and aquifer modelling, which took place in Malta in the mid 1990s. In the late 1990s, training was provided in the application of the Guidelines for integrated approaches to the management of coastal water resources, held in Tunis;
- Advisory assistance was provided to those countries experiencing serious water management problems, namely Albania, Malta and Tunisia, and links with specialist centres in France and Malta were sought to strengthen advisory support;
- In cooperation with the Blue Plan, PAP-RAC prepared MCSD activities on sustainable water demand management. In the late 1990s, this support was extended to address water demand in urban areas;
- Six expert meetings on water resources conservation were held in Malta in 1995, Split in 1997, and Malta in 1997. In 1998, expert meetings were held to discuss the preparation of guidelines for urban water resources management in the Mediterranean;
- Water resources master plans were prepared for the Albanian rivers Erzen and Ishem;
- A regional workshop was held in Malta on integrated coastal urban water use planning in the region; and
- A wastewater treatment and disposal pre-feasibility study was undertaken for the town of Bou Merdes, Tunisia.

The experience and knowledge gained through the development of these outputs have been imparted through CAMPs, where relevant.

3.1.3 Application of EIA in the development of Mediterranean coastal areas

Objectives: To contribute to introduction and implementation of EIA in decision-making process throughout the Mediterranean region, within the context of sustainable development.

Activities

The key outputs under this priority action over the past 10 years have been:

- Methodological documents for EIA;
- Guidelines for the preparation of EIAs for various coastal developments, including marinas and mariculture;
- Pilot EIA documents for coastal developments, in association with CAMPs;
- Regional and national training courses on EIA in Albania, Croatia, Cyprus, Malta, Syria and Turkey. These have been prepared with the assistance of national governments and institutions; and
- EIA studies for sewerage systems in Larnaca, Port Said and Al Hoceima; and for a tourism complex in Antalya, Turkey. EIA case studies were prepared by Israeli experts on a marina and chemical plant in Israel.

Towards the latter part of this decade, more emphasis has been placed on capacity building in Strategic Environmental Assessment (SEA), including:

- Initiation of a project focused on introducing SEA into the planning system of Mediterranean countries, using Mediterranean Trust Fund (MTF) and European Commission (EC) funds;
- Two workshops on SEA, held in Haifa and Tunis (2000);
- Publications were prepared on SEA, its current practice in the Mediterranean, and guidelines for its application.

National expert involvement has been encouraged by PAP-RAC in the delivery of these outputs.

3.1.4 Urban management, including solid and liquid waste management

Objectives: To improve solid and liquid waste management in the Mediterranean and to contribute to the upgrading of sanitary conditions in rural and urban areas of the Mediterranean.

Activities

During the first half of the 1990s, activities on this priority action were concentrated solely on solid and liquid waste management. Outputs during this period included nine technical reports on the subject of solid and liquid waste management, including guidelines and codes of practice, and the disposal of municipal solid waste at sanitary landfills. Several case studies were prepared, on the Turkish experience in solid waste management; the Israeli experience in the reuse of urban wastewater; and on solid waste management in Kastela Bay and Zagreb, Croatia. The activities also included training courses and workshops held in Split (1990), Marseilles (1990), Sophia Antipolis (1990), Rabat (1992) and Zagreb (1996). Experience in this subject area has been applied to CAMPs wherever appropriate.

Financial constraints, due to belated payments from the MTF, led to the cancellation of three training courses in 1992 and 1993. In 1997, the focus on solid and liquid waste management was terminated, leading to the cancellation of a training course; the funds for which were redirected to support ICAM activities.

During the latter half of the 1990s, and following the establishment of the MCSD, activities were resumed under the MCSD programme on Urban Management and Sustainable Development. In 1999, the Working Group for Urban Management and Sustainable Development was established, and the Steering Committee of the Working Group met in Paris in 2000 and Sophia Antipolis in 2001. Questionnaires have been sent out to all Contracting Parties on urban management practices in Mediterranean municipalities. A Workshop on the subject is proposed for September 2001. A number of technical papers have been prepared since 1999.

3.1.5 Development of sustainable tourism

Objectives: To assist in the development and promotion of environmentally sustainable tourism development within the Mediterranean.

Activities

During the early part of the 1990s, the concept of carrying capacity assessment (CCA) for tourism activities was promoted in the region through the preparation and dissemination of guidelines on the subject (in 1994) as well as through the preparation of a number of case studies. Case studies were completed in a number of areas, including the Island of Vis (Croatia) and the south-eastern part of the Island of Rhodes (as part of the CAMP process). The initial scope of the work plan envisaged during this period was reduced due to financial constraints (late and curtailed payment from the MTF), resulting in the loss of three case studies and an expert meeting.

Towards the latter part of the 1990s, until present, all activities have fallen under the MCSD priority subject of Sustainable Tourism, and are now implemented by PAP-RAC under its ICAM programme. The key activities undertaken during this period were a training course on CCA for the Development of Tourism in Mediterranean Coastal Areas; and assistance to the Maltese Government in developing a CCA for tourism for the entire island. PAP-RAC has also collaborated with Italian authorities (Rimini Province) in the preparation of a CCA for the Rimini area.

3.1.6 Soil erosion mapping and monitoring

Objectives: To assist countries to address erosion issues through the provision of support in erosion mapping and monitoring.

Activities

Activities under this priority action were the most prolific between 1983-1989 than during the past decade. Key activities during the early 1990s included a cooperative project on rainfall-induced soil erosion mapping and monitoring, which was hosted by Spain with the participation of Tunisia and Turkey. The project received professional support from the UN Food & Agriculture Organisation (FAO). The outputs of this project have included expert meetings and seminars on soil erosion measurement and mapping methodologies; technical publications on field instructions for monitoring sediment discharge from small drainage basins; erosion mapping in Spain, Tunisia, Turkey and Egypt; and a methodological approach to erosion mapping in Mediterranean coastal areas. Assistance was provided to Tunisia and Turkey in the implementation of pilot projects on erosion mapping and measurement. Some activities planned during the early 1990s were postponed due to the lack of funds. Other outputs from activities under this priority action include:

- Guidelines on: a methodology for mapping rainfall-induced erosion processes in the Mediterranean (1997); erosion/desertification control management (completed in 2001). The Guidelines were made available in English, French, and Croatian;
- Case studies on soil erosion mapping in Spain, Tunisia and Turkey;
- Training courses were organised in Barcelona (1996), Murcia (1997), held in cooperation with FAO and DGCONA, and Malta (1998);
- Workshops were held in Malta and Tunisia on technologies for the management of erosion and desertification;

- National reports on pilot mapping and measurement of rainfall-induced erosion processes in Italy, Malta, Morocco, Spain, Tunisia and Turkey, concerning problems and practices of erosion control management in the Mediterranean region;
- In 2000, a project on capacity building for desertification/erosion control management, co-financed with EC funds, was initiated; and
- A proposal is being prepared for a sub-regional project (in Algeria, Morocco and Tunisia) on desertification and soil erosion control, to be submitted for international funding.

PAP-RAC and FAO are currently discussing collaborative activities in the field of soil erosion.

3.1.7 Environmental planning and management of aquaculture

Objectives: To contribute to the identification of sites suitable for aquaculture, and to promote and support the MEDRAP/FAO/PAP Network on environmentally sustainable aquaculture.

Activities

Due to a shortage in funds, PAP-RAC's efforts towards this priority action have been limited. The main achievement has been its contribution towards the preparatory activities and establishment of PAP/MEDRAP II Network on Environmental Aspects of Aquaculture Activities in the Mediterranean (EAM). PAP-RAC also assisted in the preparation of a paper on an inventory of sites suitable for aquaculture, presented at a MEDRAP/PAP seminar in 1993, and in defining ecological criteria for sustainable aquaculture development in the region.

Almost all PAP-RAC effort on aquaculture-related activities ceased post 1994. The remaining activities included continued efforts in the coordination of EAM Network activities, in the form of attendance at various network meetings in Paris, Rome and Antalya. PAP-RAC also assisted in the development of a workshop on the selection and protection of sites suitable for aquaculture, held in Crete, 1995. Key outputs produced over the past few years include technical papers on approaches for the zoning of aquaculture, and guidelines for the preparation of EIA for mariculture. Current efforts are restricted to the exchange of information between relevant institutions and NFPs.

3.1.8 Rehabilitation and reconstruction of Mediterranean historic settlements

Objective: To provide support and knowledge in the protection and rehabilitation of Mediterranean historic settlements.

Activities

During the past decade, the main effort under this priority action took place between 1990-1993, during which time the key outputs included the preparation of guidelines on a methodological framework for the rehabilitation of Mediterranean historic settlements; case studies (on Marseilles, Genoa, Split, Athens, Tunis, Fez and Tripoli); and seminars and workshops (Barcelona and Genoa) to demonstrate the process of rehabilitation. PAP-RAC also organised expert meetings on the rehabilitation of Mediterranean historic centres. Post 1993, activities were subsumed under the ICAM priority action.

3.1.9 Land use planning in earthquake zones

Objectives: To assist countries in activities related to the mitigation of seismic risks.

Activities

Efforts towards this priority action were much more prevalent in the 1980s, during which time a number of workshops and case studies were prepared. In the early 1990s, PAP-RAC assisted in the preparation of workshop proceedings on seismic vulnerability and risk assessment. PAP-RAC also assisted in the preparation of a proposal for a Regional Project on Seismic Risk Mitigation, which was adopted by MAP. The implementation of the proposal was supported by US\$1 million in funds from the Italian Government, and a US\$200,000 contribution from UNDP.

In 1992, the priority action was terminated due to limited funds from MAP, and therefore a full realisation of the action's objectives was not achieved. The cessation of activities has been attributed to the lack of funds to support the priority action, as a result of belated payments by some Contracting Parties to the MTF, resulting in the late disbursement of funds to PAP-RAC.

3.1.10 Mediterranean Cooperative Network on renewable sources of energy

Objectives: To carry out an in-depth analysis of the successful utilisation of solar energy and to jointly support training courses with reputed institutions in the field.

Activities

Between 1983-1989, activities in support on this priority action were jointly implemented with CIEMAT Madrid. During this period, a number of case studies, seminars and training courses were completed on renewable sources of energy (in Split and Madrid). PAP-RAC's contribution to this priority action was terminated in 1991 due to the lack of funds allocated by the Contracting Parties. A full realisation of the objectives of this priority action has therefore not been achieved.

3.2 Has PAP-RAC been cost-efficient?

This section attempts to determine whether the activities and outputs produced by PAP-RAC fairly reflect the resources (financial, human and intellectual) made available. Cost-efficiency is examined in a number of ways:

- Efficiency in allocation of core programming resources;
- Efficiency in allocation of budget to the core activities of PAP-RAC;
- Efficiency of regionalising PAP-RAC activities;
- Scaling up of efficiency.

3.2.1 Efficiency in allocation of core programming resources

This section examines the efficiency in the allocation of the PAP-RAC budget to PAP-RAC core functions, focusing on the efficiency with which the budget has been disbursed, and the way in which resources are allocated.

3.2.1.1 Efficiency of Budget Allocation and Disbursement

Looking at the trend of budget allocation between 1990-2000 (Figure 1), it can be noted that between 1990-1995, PAP-RAC was allocated between US\$500-800,000 per annum, and since 1995, the annual budget has generally stabilised at around US\$650-700,000. The overall budget approved by Contracting Parties between 1990-2000 just exceeds US\$8 million, whilst that actually allocated is just over US\$7 million. Despite this rather large discrepancy when looking over the past decade, annual differences between the budget approved and budget allocated by MEDU have generally been small. The main exceptions were the years 1993 and 1994, when the shortfall between the approved and allocated budgets reached some US\$400,000 in 1993, and US\$300,000 in 1994. This reflects the political instability in the region at that time, rather than reluctance on behalf of the Contracting Parties to support PAP-RAC activities. Smaller discrepancies generally reflect late payments from some Contracting Parties to the MTF.

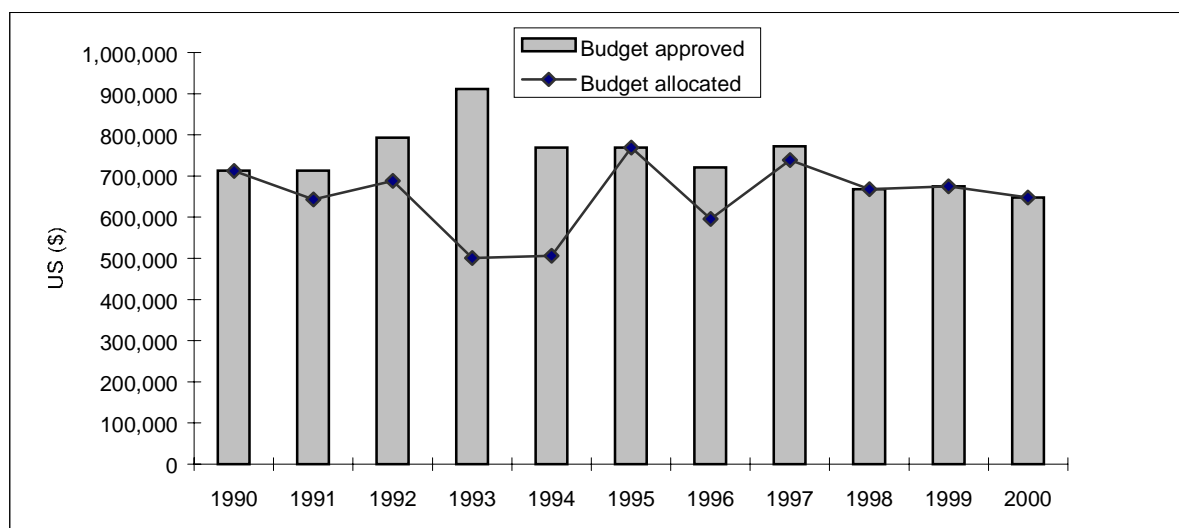


Figure 1 Comparison between budget approved and actual budget allocation (1990-2000)

Discrepancy in funds approved and funds allocated was a serious obstacle in meeting all PAP-RAC objectives set by the Contracting Parties in the 1980s and early 1990s. Since 1998, the allocation of funds from the MTF has been timely and has met pledged agreements, thereby enabling easier

financial planning and implementation of the PAP-RAC work programme, and reflects good coordination on behalf of the MEDU.

A comparison of allocated budget against actual budgetary disbursement (Figure 2) reveals a general pattern of repeated under- and over-spend, largely reflecting the biannual budget cycle wherein funds are not necessarily evenly disbursed on an annual basis. The variation in fund disbursement is a factor of the types of activities envisaged for that budgetary cycle, and whether it has been possible to undertake these activities within the allocated timeframe. Where it has not been possible to undertake activities as planned, the budget and implementation of the activities are shifted to the following year, as seen for 1997 and 1999, where actual expenditure exceeds budget allocation, but is balanced by under-spend in the adjacent years.

In the early 1990s, there was a general trend of under-spend of the allocated budget. This has been attributed to the unforeseen cancellation of certain activities, such as training courses, largely caused by late payments from the Mediterranean Trust Fund (MTF) and logistical difficulties in organising regional activities (i.e. the time taken to organise regional workshops). Inefficiencies in spending have also been due to the long negotiation process and delays in signing collaborative agreements with Contracting Parties over the implementation of CAMPs. This issue led to the delay of CAMPs in Fuka-Matrouh, Sfax and Israel.

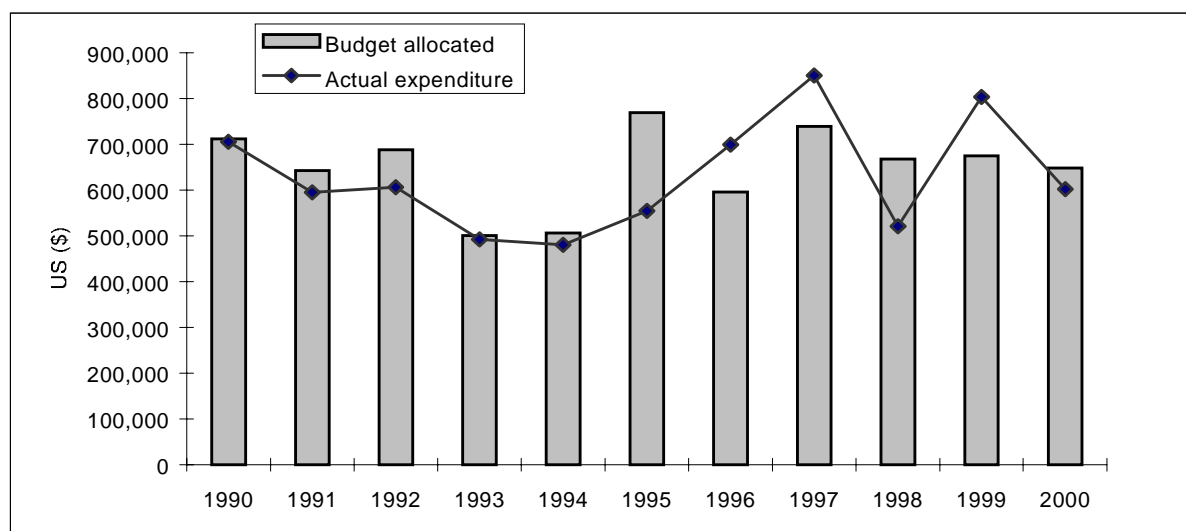


Figure 2 Comparison between budget allocated and actual expenditure (1990-2000)

From Figure 2 it is difficult to visualise whether, in overall terms, budget allocation and expenditure have been evenly matched, and therefore these data have been represented as a cumulative chart (Figure 3). Figure 3 depicts a cumulative but relatively insignificant under-spend of 3% (US\$233,000) of the overall budget between 1990-2000, indicating a well-managed programme that is keeping within its budget. This under-spend is largely attributed to logistical problems associated with organising regional training courses and workshops, which has on occasion led to their cancellation.

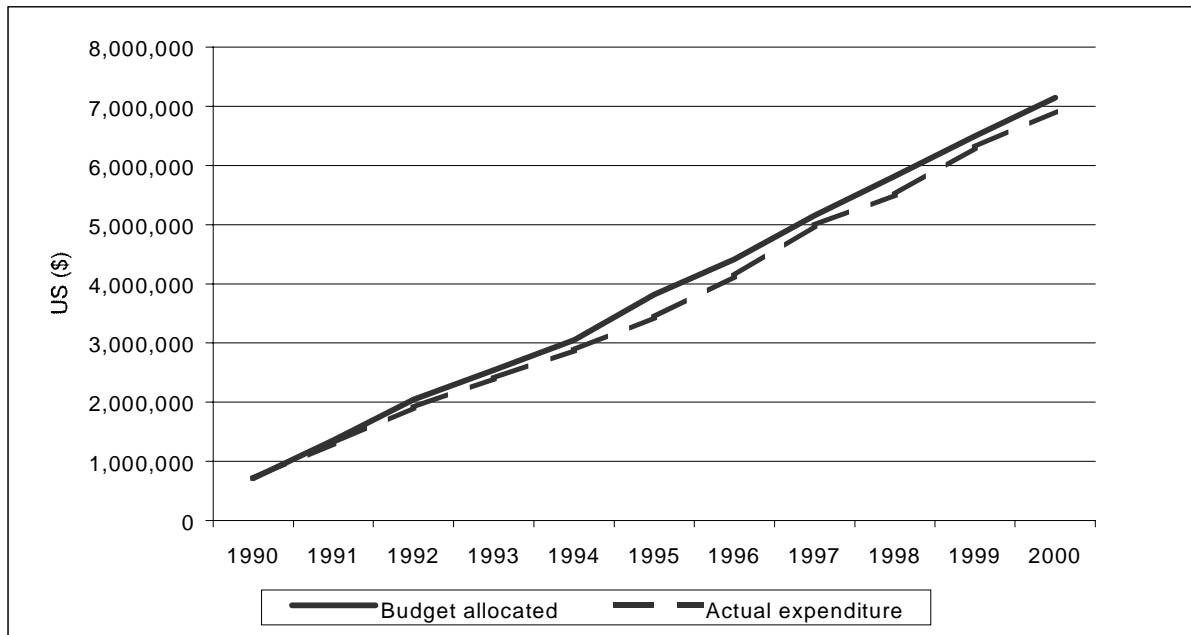


Figure 3 Cumulative allocation and spend of budget (1990-2000)

3.2.1.2 Human and Office Resources at PAP-RAC

The PAP-RAC office is located within the centre of Split, in the grounds of an architectural UNESCO World Heritage Site. The use of the building has been granted to PAP-RAC by the Government of Croatia, under a Host Country Agreement with UNEP signed in 1996. The building offers conference facilities to support some 30 participants, and spacious office accommodation for the eight permanent and one temporary staff members, who comprise a Director (Architect/Planner); Deputy Director (Agronomist/Landuse planner); two economists/administrators; three bilingual translators; and a logistics/information officer. The professional staff are supported by a temporary bilingual personal assistant and a computing expert who is engaged on a contract basis. The current PAP-RAC team has changed its structure over the past nine years, with the most recent additions being the post of the long-awaited Deputy Director in 1998 and a resources economist post in 2000. The vacancy of the Deputy Director post had previously been a major obstacle to the efficient implementation of PAP-RAC activities. The permanent contracts offered to the staff contribute to the stability of the office environment, reducing the risks incurred by short-term contracts. The majority of staff have been with the Centre for over five years, and are professionally committed and enthusiastic individuals, thereby contributing to the continuity and sustainability of the Programme.

Figure 4 shows the average allocation of resources to each of the operational components of PAP-RAC. Consultant and staff salaries form the bulk of the allocated resources, closely followed by training. International travel, equipment, communication and reporting costs form the remainder of budget allocation. Over 80% of resources are therefore largely spent on the direct core activities of PAP-RAC, given that the majority of staff provide a professional service to PAP-RAC activities. The allocation of 30% of the budget to staff is necessary as the majority are directly contributing to the implementation of activities and production of outputs, such as training, workshops, expert meetings, report compilation, translation, and the provision of an efficient computing and communication system.

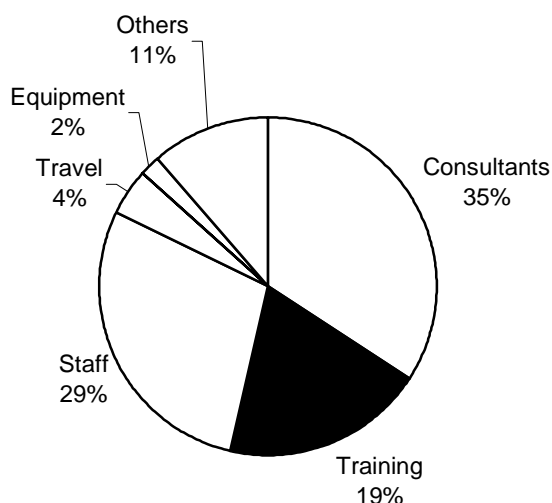


Figure 4 Allocation of resources (1990-1999)

Despite recent changes in the staffing structure, there are still significant limitations in the degree to which PAP-RAC is able to be equilaterally effective within the region. The main human resources constraint lies in the limited number of staff, i.e. nine people tasked with implementing a regional programme comprising 20 countries. The core staff is also subject to skills limitations with respect to the multidisciplinary nature of its mandate, especially ICAM. There is therefore, necessarily, a strong reliance on external consultants to provide the additional support required and to fill the skills gaps of the PAP-RAC staff. PAP-RAC has attempted to improve the cost-efficiency of this reliance by a) surrounding itself with a core number of associates who have had a long-term relationship with PAP-RAC, with whom it can reduce fee rates through frequent contracts and reduce reliance on inefficient sub-contracts; and b) using local consultants, who generally have a lower fee rate than international experts. Arguably, the use of consultants represents an efficient use of resources as they are used only on an as-required basis, whereas permanent staff represent a continuous overhead cost.

Due to their frequent engagement with PAP-RAC, and their proximity to the PAP-RAC office, the majority of the associates are from Croatia (and from Split) (refer to Manos & Sibanda Evaluation, 1999, which lists country origins of consultants used). PAP-RAC recognises that this is a point of dissatisfaction with some Contracting Parties, but with the limited funds available, and the need for frequent and collaborative support, sometimes on a “day-to-day” basis, it is probably justified in some cases. Another point of dissatisfaction is that NFPs have not always been consulted in the selection of experts engaged to assist in PAP-RAC activities. Wherever practicable, PAP-RAC has, however, made a significant attempt to employ the services of national consultants. This has largely been through the development of CAMPs, which require strong local ownership and an in-depth understanding of local conditions; and also in the preparation of specialist technical publications. It is probably also fair to say that until PAP-RAC has had a direct involvement with a country, for example through the implementation of a CAMP, it is unlikely to be aware of the expert resources available nationally. PAP-RAC has actively sought to increase its awareness of regional experts in several ways; through regional workshops and conferences; and through the inclusion of a CV template on its website, which invites regional experts to submit their resumes. Not many are yet aware of the presence of the CV template on the website, and its accessibility is limited to those with access to the Internet.

3.2.2 Allocation of budget to PAP-RAC Activities and Outputs

Table 1 presents a summary of the number of *visible* outputs achieved by the Centre since 1990 (together with their percentage volume in terms of the overall outputs produced during each 4-year period for the purpose of comparison). There has been a considerable degree of constancy in the number of outputs produced per period, and also in the emphasis given to each output category. Training courses and workshops have comprised roughly 15% of programming activities between 1990-2000, whilst the production of technical papers, guidelines and reports have occupied some 55% of total effort. Expert meetings and intergovernmental meetings (including the initiation of CAMP activities) have comprised approximately 17% of total outputs, whilst technical assistance, generally in the form of advisory services, has risen from 4% to nearly 20% over the past 12 years. Looking at this table, one can surmise that PAP-RAC has been very active in terms of the number of outputs it has produced with the budget allocated.

Table 1 Numbers and percentage of outputs between 1990-2000

Output	Number of outputs and their % to total outputs per budgetary period					
	1990-1993	%	1994-1997	%	1998-2001 ²	%
Training courses, workshops and seminars	25	17	17	16	18	13
Technical papers, guidelines and reports	81	56	53	51	73	53
Expert and inter-governmental meetings	34	23	13	12	24	18
Technical assistance (grants / fellowships / advisory services / proposal preparation)	6	4	22	21	22	16

The allocation of PAP-RAC resources to the original 10 priority actions over the period 1990-1999 is presented in Figure 5. By far the majority of resources³; some US\$1.6 million over 10 years, representing almost 30% of the total budget, have been channelled towards ICAM-related activities, of which CAMPs form a component. Activities in soil erosion; waste and urban management; water resources management and EIA form the other key areas of spend. Figure 5 also shows the comparative emphasis on consultants and training. Although a general trend is not apparent, some activities, such as waste management and water resources management have allocated more resources to training, whereas other activities, especially ICAM and soil erosion have put the majority of funds into consultancy. The latter trend reflects the emphasis PAP-RAC has placed on the production of technical papers and expert advice. Nevertheless, a significant amount of funds, almost US\$600,000 over the past 10 years, has also been allocated to training in ICAM.

² Does not include 2001 figures as all activities have not yet been undertaken.

³ Excluding core staff, reporting, communication and office costs

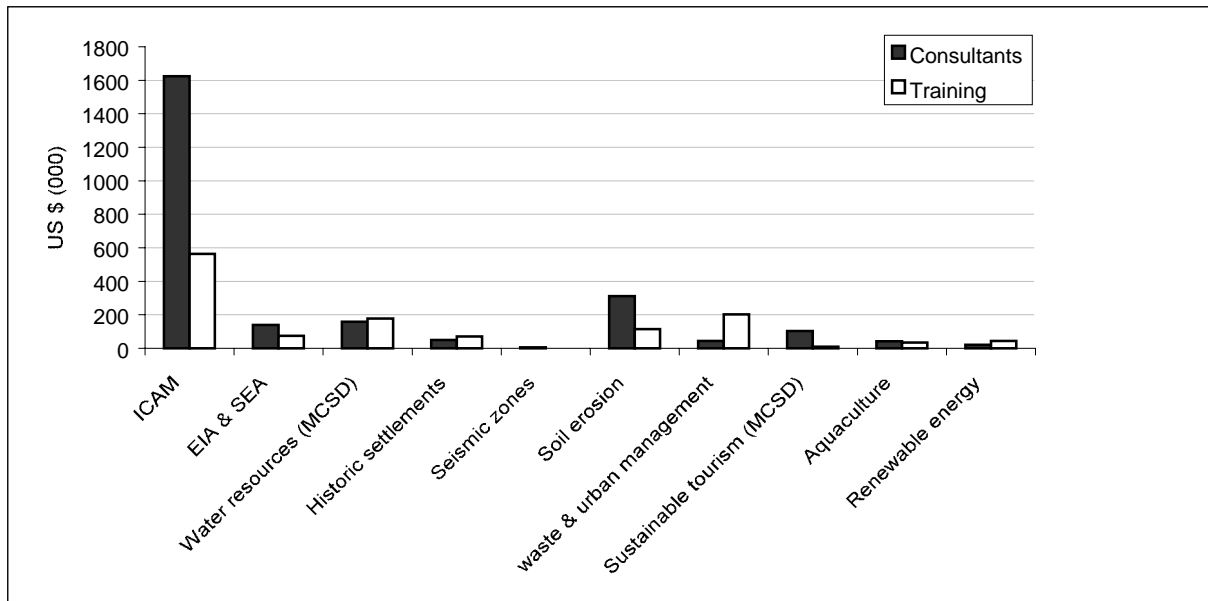


Figure 5 Allocation of resources to PAP-RAC activities (excl. staff and office costs)⁴

Intended projected work plans for each budgetary period have generally been completed in full, but in some instances have varied. Several proposed activities have been cancelled or delayed by PAP-RAC, such as a number of workshops and training courses in solid and liquid waste management and CCA, due to the lack of funds or belated payments of contributions to the MTF by several Contracting Parties.

Two priority actions, namely Mitigation of Seismic Risk and Renewable Sources of Energy, were terminated entirely in 1992 and 1991 respectively, and support to aquaculture is nominal. Instead, greater emphasis has been placed on concentrating effort into fewer activities, particularly on ICAM. The narrowing of the mandate has been a positive step in terms of cost-effectiveness as the prior high number of dispersed PAP activities did not serve efficient programming, and the greater dilution of funding compromised impact.

3.2.3 Efficiency in Regionalisation of PAP-RAC Activities

Being a regional activity centre, PAP-RAC is mandated to work throughout the Mediterranean region, and aims to involve all 20 states equally in its activities. This is a fairly ambitious order for a Centre that is staffed with only nine people; nevertheless, it has attempted to be as multilateral in its approach as possible. Efficiency in regionalisation can be examined in a number of ways:

- Regionalisation of activities;
- Dissemination of outputs;
- Language of outputs;
- Communication with NFPs, RACs and MEDU.

⁴ ICAM includes CAMPs and ICARM

3.2.3.1 Regionalisation of activities

Each of the 20 states of the Mediterranean region has participated in some or all of PAP-RAC activities, either through attendance at training courses, workshops or expert meetings, or in the preparation of technical reports or implementation of CAMPs. Equally, each of the states has been a recipient of PAP-RAC's technical reports, guidelines and other publications. Training has been a core element of PAP-RAC's capacity building efforts within the region over the past 10 years, during which period some 900 people have participated in training courses. Training has been offered in most of the original 10 priority activities of PAP-RAC, but mostly in ICAM (Figure 6). In terms of training, as an element of regional capacity building, the most broad reaching activities have been ICAM, water resources management and urban management, whilst those that have had the least regional impact have been training on environmental information systems and economic instruments (Table 2).

Table 2 Summary of training activities and participating countries (1990-1999)⁵

Activity	DZ	BA	HR	CY	EG	FR	GR	IL	IT	LB	LY	MT	MC	MA	SL	ES	SY	TN	TR
ICAM		•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
GIS			•		•		•	•									•	•	•
CCA			•	•			•	•			•	•		•	•			•	•
EIA		•	•	•	•		•					•			•		•	•	•
Env. Info Syst.																			•
Economic Instruments	•		•	•		•		•			•	•		•	•				•
Soil erosion	•		•		•	•	•	•	•		•	•		•	•	•		•	•
Urban management	•	•	•	•	•	•	•	•	•		•	•		•	•	•	•	•	•
Water resources	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•		•	•
Historic settlements	•		•	•	•	•	•	•	•		•	•		•		•		•	•
Renewable energy	•		•		•			•	•		•	•			•	•	•	•	•

Those countries that have benefited most from training activities, in terms of numbers trained and diversity of courses attended are Turkey, Croatia, Malta and Israel, whilst Monaco, Lebanon and Bosnia-Herzegovina have attended the least number of courses (Figure 6).

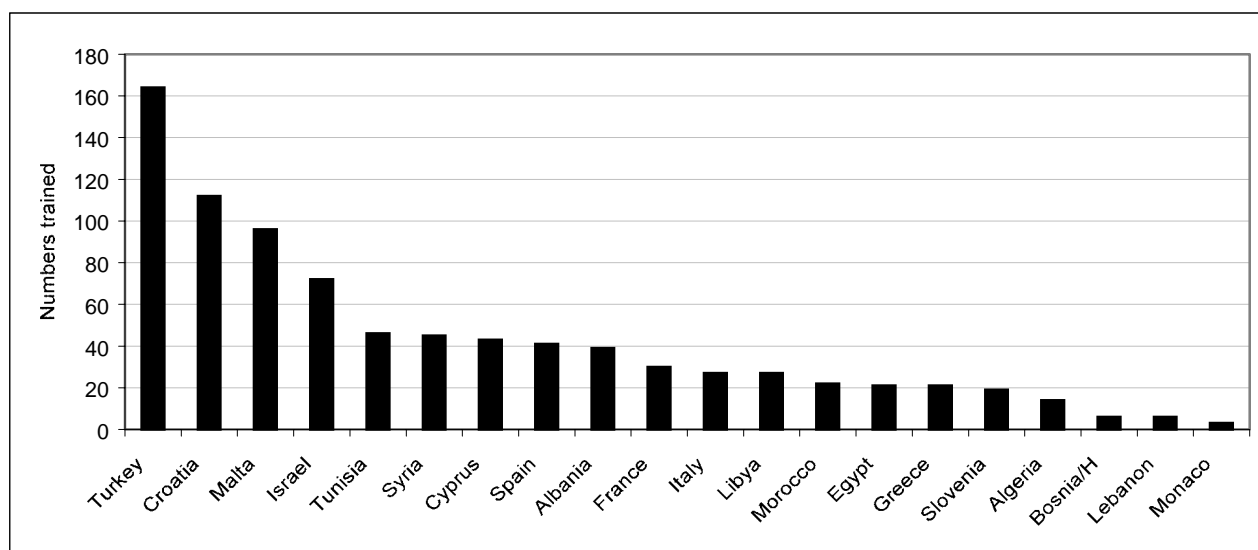


Figure 6 Regional spread of training activities (1990-1999)

⁵ Country Abbreviations: AL: Albania; DZ: Algeria; BA: Bosnia-Herzegovina; HR: Croatia; CY: Cyprus; EG: Egypt; FR: France; GR: Greece; IL: Israel; IT: Italy; LB: Lebanon; LY: Libya; MT: Malta; MC: Monaco; MA: Morocco; SL: Slovenia; ES: Spain; SY: Syria; TN: Tunisia; TR: Turkey

The reason for this diversity is due to a number of factors, which include:

- 1) The eight countries that have completed CAMPs (e.g. Turkey, Croatia, Israel, Tunisia, Syria, Albania, Egypt and Greece), or are significantly underway in the CAMP process (e.g. Malta) have benefited more from training due to a ground level focus of activities. It is therefore noteworthy that specific in-country activities, such as CAMPs, provide more opportunities for capacity building;
- 2) Cross-referencing with Table 2, those countries that have a high number of trainees have benefited from training in the majority of PAP-RACs priority actions;
- 3) Specific priority activities that have had a high training element, such as water resources management and soil erosion management, have been relevant to a few countries only, particularly Turkey, Malta, Tunisia and Spain;
- 4) Training has been limited in Bosnia-Herzegovina due to its relative youth as an independent state; in Monaco due to its small size; and in Lebanon due to the lack of activities there until recently;
- 5) Political instability within the region has also contributed to the unevenness of training.

PAP-RAC recognises that it needs to expand its efforts within the region, but has limited capacity to do so simultaneously. The apportioning of training activities has largely been linked to CAMPs, which provide a strategic framework within which to deliver capacity building efforts, and the opportunity for applying newly acquired skills. However, limited financial and human resources have meant that CAMPs have only been implemented in less than half of the Mediterranean states. Those countries that have so far considered themselves at the margins of PAP-RAC activities include Algeria, Libya, Morocco and Lebanon. However, the level of activity in each of these countries is soon to increase. Lebanon is now embarking on a CAMP, and is therefore set to benefit from capacity building efforts and support to the development of ICAM strategies. Morocco too is planning to initiate a CAMP in the near future, and Algeria and Libya have expressed their keenness to enter negotiations on the development of a CAMP. Judging from past results, the CAMP process will not only serve to initiate capacity building efforts in-country, but will also provide a forum for national consultants to become involved in both national and regional ICAM-related activities, thereby raising the regional profile of the country in this field.

3.2.3.2 Dissemination of Outputs

PAP-RAC has made use of a number of different media to disseminate the outputs of its activities, to ensure they reach as wide an audience as possible. First and foremost, all publications produced by PAP-RAC are disseminated to each of the NFPs and RACs, and where relevant, to government and research institutions and NGOs. A number of PAP-RAC articles have also been published in international and Croatian magazines, including CoastNET, Naturopa, InterCoast, and members of PAP-RAC staff have made presentations at international and regional conferences. CAMP activities have also been broadcast in some national papers, and on national and regional television and radio, which is an effective way of reaching a much broader audience than through publications.

One of the more recent *modus operandi* for the dissemination of materials and information has been the launch of the PAP-RAC website (<http://www.pap-thecoastcentre.org>) in April 2001. The site contains information about PAP-RAC activities and provides a list of publications, some 700 pages of which are available for downloading. The site is informative, attractive and easily accessible using common search engines and key words such as ICAM and ICZM, and most importantly it enables PAP-RAC to reach out to a much larger audience at very limited cost (that of maintaining the website). On following up on some of the searches one notes that PAP-RAC is widely mentioned on the websites of other organisations, notably those relating to ICAM, indicating that it is known both inside and outside of the Mediterranean. The site is predominantly written in the English language, but

partially in French also. Of the documents that are available for downloading, the majority are in English, and a few are in French. Arabic is not a language that is used on the website, nor are documents available for downloading in this language, and therefore an opportunity for reaching out to a significant proportion of the Mediterranean's coastal management practitioners and policy makers is missed.

Provided outputs such as publications are appropriately disseminated once they reach their target contact point, each country has the opportunity to benefit from access to technical information relevant to each of the priority actions. However, PAP-RAC has limited control over the dissemination network, and it is likely that many publications are under-utilised by remaining in the hands of a few. Furthermore, as most of the NFPs are located within ministries of environment, PAP-RAC outputs are not generally accessible to other relevant line ministries, such as fisheries, agriculture, tourism and planning. By way of example, the Spanish Ministry of Environment has commented on the lack of availability of PAP-RAC reports as a major constraint to the effectiveness of the programme, as only six PAP-RAC publications exist within the Ministry's library, and it is difficult to find any of PAP-RAC's publications in the libraries of universities and other organisations in the country.

The efficiency with which PAP-RAC is able to impact a wider audience in the dissemination of its material depends largely on the ability of NFPs to communicate with and influence their counterparts in other sectors. It is worth noting that the success of ICAM as a framework for sustainable development can only be achieved with the commitment and collaboration of all relevant sectors in the development of integrated policy, regulatory and management structures.

3.2.3.3 Language of Outputs

The most universally spoken languages of the Mediterranean region are French, Arabic and English. PAP-RAC staff are all fully conversant in the English language, and to a lesser extent French. Arabic is not a language spoken within the Centre. All documents produced by PAP-RAC are available in English, and most have been translated into French, and more recently a few into Arabic. The Arabic-speaking nations of the region have greatly appreciated the availability of publications in Arabic, together with the few training courses that have been conducted in the language; however, they should like to see more publications available in Arabic. PAP-RAC is fully aware of this issue, and considers the lack of publications in Arabic as a weakness in the effectiveness of the outputs. However, they have stated that translation is expensive and more funds must be made available to comply with this request. The cost issue might be overcome by making Arabic translations available for download on the PAP-RAC website, thereby gaining a saving on publication costs to offset the cost of translation.

3.2.3.4 Communication with NFPs, RACs and MEDU

The issue of coordination between PAP-RAC, NFPs and MAP RACs is at the fore of concerns of Contracting Parties, and clearly influences the efficiency and impact that PAP-RAC is able to achieve. Current constraints are: a) poor communication between PAP-RAC and some NFPs; b) a perceived duplication of effort between PAP-RAC and Blue Plan; and c) an element of rivalry between PAP-RAC and Blue Plan, which works against cost effectiveness.

Poor communication between PAP-RAC and NFPs appears to be largely a logistical issue. These relate to transmission problems with telephones, faxes and emails. However, there is also a degree of frustration expressed by both PAP-RAC staff and NFPs in that they often do not get a response from one another despite repeated attempts. The ability to ensure an even distribution of benefits from the PAP-RAC programme largely depends on the extent to which PAP-RAC and NFPs are able to communicate. Aside from technical difficulties, one of the prime causes for poor communication is the rapid turnover of NFPs, preventing the establishment of a long and productive relationship with PAP-RAC. Another reason is that some NFPs are not in a position to communicate rapidly and regularly with PAP-RAC due to their institutional positioning, whilst others are not necessarily best placed to influence decision making. It is noteworthy that those NFPs who have been involved in

MAP for a considerable amount of time appear to have a good working relationship with PAP-RAC, and both NFPs and PAP-RAC staff have commented upon their mutual respect for one another.

The problem of high turnover has been reinforced by the lack of regular regional meetings between PAP-RAC, other RACs and NFPs (given that those attending the CP meetings are not always the NFPs); the most recent gap between meetings being eight years. This constraint was recognised by the Contracting Parties at their meeting in October 1999, which resulted in the recent NFP meeting in Cefalu (Palermo), June 2001. This issue, together with the fact that there is generally a different NFP allocated to each RAC, not all of whom are in a position to communicate regularly with one another, also contributes to the element of perceived duplication between the activities of Blue Plan and PAP-RAC. Perhaps the production of some joint publications between PAP-RAC and Blue Plan, and the positioning of a central electronic library within MEDU (which has been suggested by Blue Plan) for storing the reports of the RACs, could ameliorate this problem. This is not a subject for this evaluation, but might be discussed at the next meeting of Contracting Parties in November.

PAP-RAC has attempted to tailor its services to the needs of the Contracting Parties, and has sent out a number of questionnaires to determine this need. Whilst this is a positive step towards offering demand-driven services, which is essential in a region where there is a diverse range of needs, several consultees mentioned the onerous task of filling out these lengthy questionnaires. More regular meetings between PAP-RAC and NFPs might reduce the need for lengthy questionnaires, as this would provide more opportunity to discuss the individual needs of each country.

Finally, it must be stated that an equilateral approach to the activities of PAP-RAC has been severely compromised by a considerable amount of political instability within certain countries of the region during the lifetime of PAP-RAC, including Croatia itself. This instability has meant that a) those countries have not been in a position to provide their full attention to PAP-RAC and b) travel and communication has been difficult.

3.2.4 Scaling Up of Efficiency

PAP-RAC recognises that its resources are not always sufficient to ensure its activities have the desired impact; particularly those activities that require a long-term time commitment and significant financial input, which is usually the case with ICAM. By way of comparison, other countries such as Sri Lanka have received over 30 project-years of technical assistance and some US\$30 million in developing ICAM and CAMPs, whereas MAP CAMPs have tended to have an average duration of between 3-4 years, and an average spend of a few hundred thousand dollars. The point here is that whilst those Contracting Parties that have already participated in CAMPs have received some (often significant) benefits from the process, much greater benefits could accrue should more funds be generated. Furthermore, recognising that the move towards sustainable resource use management systems is a lengthy process, perhaps the 3-4 year time period for CAMPs is insufficient, and a long-term commitment is required to really effect change.

PAP-RAC has capitalised on its international status and recognition and has adopted three main approaches towards maximising the potential from its limited resources, which are:

- a) Scaling-up of impacts by *attracting outside funding*, particularly from multilateral funding agencies, to provide continued support to PAP-RAC activities, thereby contributing to project sustainability (and possibly, sustainable development) and support to the Mediterranean region;
- b) Forming *strategic links with appropriate institutions and NGOs* within the region to promote synergy in effort; and

- c) Strengthening its international and regional recognition by publishing articles for renowned topical journals and magazines, such as CoastNET, Naturopa and InterCoast, and attending international conferences and workshops.

Attracting Outside Funding

A list of the additional sources of funds attracted from external funding agencies between 1994-2000 is provided in Appendix 2. During this time period almost US\$1.6 million has been attracted to directly or indirectly support PAP-RAC activities, bringing with it considerable advantages to Contracting Parties and enabling PAP-RAC to achieve a greater amount of outputs than envisaged in the forecast work plan using MTF funds. Key contributors have been the EC, the European Investment Bank, UNEP and the World Bank.

Some of those consulted during this evaluation consider that the limitation in MTF allocations and the scale of tasks attributed to PAP-RAC has meant that PAP-RAC staff have had to devote more time than would be desirable to attracting additional funds to support its activities. Should this be the case, the Contracting Parties would need to consider whether a) more funds could be allocated to support PAP-RAC or b) whether PAP-RAC should reduce its scope of activities. Assuming that an increase in funds would reduce the need for PAP-RAC's efforts to generate additional funds, and thereby improve efficiency of its internal resources, any attempt to improve PAP-RAC's financial efficiency and effectiveness must also be accompanied by an increase in PAP-RACs own in-house efficiency, particularly with relevance to its staffing structure and the disciplinary complementarity of the team.

Strategic links with appropriate institutions and NGOs

PAP-RAC has enjoyed a fruitful and collaborative relationship with a number of Mediterranean regional and international institutions and non-governmental organisations since its inception. PAP-RAC has attempted to collaborate with a diverse range of these organisations in an effort to improve coordinated and synergistic efforts towards sustainable development within the region.

The key international NGOs with whom PAP-RAC has a formal link in the framework of the Mediterranean Commission on Sustainable Development include:

- Environnement et Developpement au Maghreb (ENDA);
- Forum of the Mediterranean for the Environment and Sustainable Development (MED FORUM);
- MEDCOAST Secretariat;
- The MedWet Initiative, Convention on Wetlands (MEDWET);
- World Wide Fund for Nature International (WWF).

PAP-RAC has cooperated with a number of Mediterranean NGOs on a project-by-project basis, for example with the MEDCOAST Secretariat in Turkey, with whom it has had a close working relationship since 1994. Collaboration has involved the exchange of experiences between the two institutions; the co-organisation and financial support to MEDCOAST conferences and workshops as well as to the MEDCOAST Institute; and contributing papers to MEDCOAST conferences. PAP-RAC played an active role in the establishment of the MEDCOAST Institute in 1994-1995.

PAP-RAC has also enjoyed close links with the European Union for Coastal Conservation (EUCC), based in The Netherlands. In March 2001 PAP-RAC participated in the development of an ICAM distance learning programme, guided by the EUCC under the EU "Leonardo" programme. The training modules will be developed using existing materials and the results of concrete projects, including the MAP and PAP-RAC experience. Based on this experience, PAP-RAC intends to develop a similar distance-learning programme within the Mediterranean region.

Another NGO with whom PAP-RAC has had a close relationship is the MEDCITIES network of Mediterranean coastal cities. PAP-RAC assisted MEDCITIES in the organisation of a mission to address solid waste management in the Tunisian town of Bou Merdes. PAP-RAC also assisted Mancomunitat de Municipis de l'Area Metropolitana de Barcelona in producing the summary document on findings gathered through environmental audits performed on a number of Mediterranean towns.

3.3 Has PAP-RAC been effective?

In addressing this section, we have attempted to answer two fundamental questions:

- Have the activities of PAP-RAC resulted in an improved capacity within the region in the sustainable management of the Mediterranean?
- How has lesson learning from PAP-RAC activities informed a change in approach?

Firstly, however, it must be stressed that the measurement of impact, in terms of a more effective institutional climate for addressing the environmental issues of the Mediterranean region, has been difficult to assess for two main reasons. Firstly, this evaluation has covered a very lengthy time period, during which time a large number of activities have been undertaken, and the scope of the mandate has varied. The long time period, in the absence of regular evaluations, has meant that many of those people who were directly involved as recipients of PAP-RAC activities, particularly in the early years, are no longer in post, and have therefore not been available for interviews. Secondly, and most importantly, there is a lack of performance indicators against which to assess progress and make a comparison against a baseline situation. Nevertheless, from the 35 questionnaires that were received, and from discussions with NFPs, PAP-RAC staff, the EC and others, some qualitative assessments have been possible.

This section examines effectiveness in terms of the PAP-RAC approach, and then attempts to summarise the effectiveness of each of the original 10 priority action programmes, highlighting lessons learned where possible.

3.3.1 Effectiveness of the General PAP-RAC Approach

The questionnaire sent out as part of this evaluation asked recipients for their views on the relevance of PAP-RAC activities to their countries and the Mediterranean region. The recipients were also requested to highlight the three most important activity areas that they would like to see continued by PAP-RAC in the future. These issues were also discussed with NFPs during the meeting in Cefalu in June 2001.

When questioned on the relevance of PAP-RAC activities, the overwhelming response was that the activities were highly relevant with respect to the emphasis on sustainable resource use and in combating coastal pollution in the Mediterranean region, i.e. the essence of the Barcelona Convention. The main focus of the programme on ICAM was considered essential. However, there were a number of criticisms relating to the scope of the activities. Contracting Parties considered that too much emphasis had been placed on the publication of technical reports, workshop proceedings and guidelines, and insufficient effort had been given to follow-up the implementation of these documents in-country, particularly institutional strengthening and capacity building at the national levels, in areas such as integrated policy and legislative frameworks. Some Contracting Parties considered that more training would be desirable, particularly in ICAM-related tools such as EIA and SEA, and a couple of Contracting Parties mentioned new areas in which they would wish to see effort, such as in landfill management. Finally, and in contradiction to the last point, one of the overriding criticisms of PAP-RAC's approach, which reflects a change in thinking of the Contracting Parties over the past decade, has been that the scope of PAP-RAC activities has been too broad, resulting in a piecemeal rather than a strategic approach to capacity building in the region. The issue of PAP-RAC's mandate is subject for discussion by the Contracting Parties at their meeting in November 2001.

The more recent emphasis on ICAM, which is set to become the core of the new mandate, presents PAP-RAC with the opportunity to set a more strategic stage for the implementation of its activities, to ensure that its actions are coherent and build upon one another towards a common goal. PAP-RAC has acknowledged that the lack of a strategic approach has been a weakness in its programming. Nevertheless, if one examines the nature of activities over the past decade, a trend emerges to reflect

an increase in emphasis in the provision of assistance at the national level, particularly in ICAM policy development (e.g. CAMP Lebanon, CAMP Malta) and more stress placed on participatory approaches in policy formulation and resource use decision-making (e.g. CAMP Malta). The recently launched PAP-RAC White Paper on Integrated Coastal Zone Management in the Mediterranean provides the right context for the new mandate of PAP-RAC.

3.3.2 ICAM (including CAMPs & ICARM)

ICAM has been hailed as the appropriate vehicle in which to bring sustainable development to the coastal environment of the Mediterranean; a view that is supported by the recent Blue Plan publication on "The Future of the Mediterranean Basin". Prior to PAP-RAC's interventions in ICAM, it is arguable that the concept was largely unknown to many countries in the region. The inclusion of ICAM in the revision of the Barcelona Convention in 1995, and the mandate adopted for MAP Phase II, is also largely attributable to PAP-RAC's influence and is a concrete example of PAP-RAC's impact at the regional level. PAP-RAC's achievements in ICAM have attracted the support of international development agencies, such as the World Bank and the EC, to continue the work of PAP-RAC on a larger scale. UNEP has documented the approaches of the Centre in several technical publications, reinforcing the respect it has gained as a serious contributor to ICAM.

Given the demand from Contracting Parties for PAP-RAC to deliver more concrete activities on the ground, it is unsurprising that most of those who took part in this evaluation stressed the importance of CAMPs. CAMPs have generally been regarded as a suitable approach for piloting and operationalising ICAM, and PAP-RAC has, at the very least, raised awareness at national and local levels of the need for integrated approaches to the sustainable management of coastal resources and the environment. The technical support and assistance extended to national and local authorities on the concept, methodology, tools and instruments of ICAM has facilitated perception/acceptance or adoption of ICAM as an implementation tool for the achievement of sustainable development in the coastal areas of the Mediterranean basin. National experts, planners, scientists and NGOs have gained experience in working together with PAP-RAC, during both the preparation and the implementation of CAMPs, which has carried the concept of a new working methodology of participation and the sharing of experiences and information. It could also be claimed that PAP-RAC's activities have helped stimulate cooperation and solidarity at national and regional levels.

PAP-RAC is attempting to learn the lessons from its CAMP approach, which will be achieved through a workshop on the subject to be held in December 2001. In the meantime, there are several lessons that can be drawn out:

- Sufficient start-up funds: To kick-start a CAMP a critical mass of funds is required to mobilise resources, which will vary from country to country. One of the reasons why CAMP Malta is thought to be so successful is due to the sufficient allocation of funds.
- In-country ownership: Success of CAMPs is very much reliant on the degree of ownership in-country. Ownership is largely secured through the participation of key stakeholders, from central and regional government to NGOs and the public, during the initial design of the project through to implementation. Ownership is also secured through the use of local consultants, rather than short visits from external consultants who are less familiar with local issues. Whilst some of the earlier CAMPs arguably incurred limited local involvement, the more recent CAMPs have placed an increased stress on local participation. CAMP Malta and CAMP Albania have emphasised participation as a key element of their approach, and are reaping the benefits of closer inter-ministerial collaboration and cooperation.
- Strategic approach: The CAMPs that have been most successful are those where there has been a coherent and well-structured process, with emphasis placed on strategic national-level capacity building *as well as* localised training in specific activities, such as EIA and GIS. Training in the use of ICAM tools alone bears little fruit unless accompanied by interventions

at the strategic level, which will enable the tools to be used effectively. In comparison with some of the earlier CAMPs, CAMP Malta, CAMP Lebanon and CAMP Albania have adopted a more strategic approach, which is a reflection of PAP-RAC's positive attitude of working towards best practice, but also the scale upon which they operate. CAMP Malta, being implemented on a small-island state, is in a unique position to be able to operate as a nation-wide project, and therefore work essentially at the national as well as local levels. CAMP Albania, due to its relatively short coastline (with respect to some of the other Mediterranean states), was also able to focus on a national scale. Those CAMPs that have had a less strategic approach, which is reflected in the limited follow-up success of the project, include CAMP Island of Rhodes, Greece, and CAMP Sfax, Tunisia. Perhaps one of the main reasons why these CAMPs were not perceived to be so successful is because of the lack of recognition given to them by central government bodies, and hence their limited ability to penetrate and influence national policy.

- **Duration:** One of the generic lessons learned from ICAM interventions worldwide is the requirement for a long-term commitment (often in excess of 5-10 years), recognising that to change resource use attitudes and to shift from sectoral to integrated planning and management requires time as well as commitment. The average duration of a MAP CAMP has been three to four years; but for a number of CAMPs the main activities took place over a two year period, which was arguably not of a sufficient time span to generate significant levels of interest, ownership and commitment.
- **Follow-up activities:** The main weakness of the CAMP process so far has been the lack of follow-up in-country due to the collapse of funds post-project. The current generation of CAMPs are now concentrating on identifying funds at the outset in support of follow-up activities. CAMPs that have managed to achieve a degree of follow-up include CAMP Kastela, Croatia, where private sector funds were attracted to invest in a wastewater treatment plant within the area; CAMP Albania, where the project was followed-up on a larger scale by World Bank funding; and CAMP Malta, where water resources management activities attracted additional support from EC funds.

To summarise, the organisation of regional and national workshops, training courses, CAMPs, seminars, expert meetings and publications on ICAM should be considered among the visible contributions provided by PAP-RAC towards capacity building in ICAM in the Mediterranean region. These outputs are important building blocks in strengthening the institutional capacity of the region to strive towards sustainable development. Ultimately, however, true impact, in terms of the realisation of the Barcelona Convention, must reflect the way in which a nation chooses to utilise its resources, in the form of appropriate national and local policy frameworks, reinforced by an effective regulatory and management system. Having focused to a large extent on the development of, and training in, the application of ICAM-related tools, PAP-RAC might now focus more attention on facilitating the development of the strategy within which these tools are to be applied, rather than offering training in tools that as yet have no context. Given that the Mediterranean states are at different stages in the development of their conceptualisation of ICAM, PAP-RAC needs to ensure it tailors its approach appropriately.

3.3.3 Water resources development

The rational management of water resources is an important issue for the entire Mediterranean basin, but particularly for the southern and eastern states where water is often a scarce commodity. The activities of PAP-RAC in this field, which have been substantial over the past decade, have therefore been well-targeted and appreciated by the Contracting Parties. The activities of PAP-RAC on water resources development have also demonstrated the success with which two MAP RACs can collaborate effectively, under the umbrella of the MCSD. Whilst Blue Plan has been actively engaged in exploring long-term and prospective strategies for the sustainable management of water resources, PAP-RAC has focused its attentions on addressing the short-term and urgent requirements of the

Contracting Parties. All activities have been developed in line with the demands of the Contracting Parties and in continued cooperation with relevant regional organisations, such as the Institute Mediterranean de l'Eau and the Water Services Corporation. Where relevant, PAP-RAC has attempted to embody water resources management activities into the framework of its ICAM activities, particularly in CAMP Malta. The publications on the subject have been appreciated, and are considered of high quality.

3.3.4 EIA and SEA

As with ICAM, PAP-RAC has played a pioneering role in the promotion of EIA and SEA within the region, particularly in those countries that are not bound by EC Directives on the subjects. In addition, PAP-RAC has become an important, if not sole, source of information for states that lie outside of OECD and/or EU membership on EIA and SEA matters, from concepts and methodologies to their application. In its role as a coordinating body, PAP-RAC has contributed towards the exchange of information and experience between Contracting Parties in the application of EIA as a tool to complement the management of coastal areas. Its focus on SEA puts the Centre as one of the front-runners to offer capacity building in an area which as yet had little application, but which is widely accepted as a tool to facilitate sustainable development. Workshops, training courses, seminars, expert meetings and guidelines have been important outputs. PAP-RAC's approach to capacity building in EIA and SEA have been greatly reinforced by the practical application of certain EIA projects, linked to CAMPs, in which a variety of proposed coastal developments have been subjected to the assessment process. It is considered, however, that PAP-RAC's approach to EIA could be strengthened if it were to place a greater emphasis on social impact assessment.

Whilst training courses in EIA have been largely successful, there have been a couple of cases in which training did not have the desired impact, largely because the prior experience of trainees was significantly diverse and consequently their needs were not fully met. The effectiveness of training is largely dependent upon two factors: 1) an accurate needs assessment; and 2) the appropriate selection of trainees, whereby the suitability of the trainee depends upon the ability of that person to effect the acquired knowledge, as a practitioner or in their capacity to influence policy and management decisions. Frequently, candidates are put forward for training that are not in a position to act on their training, which ultimately implies that training has not been effective. Unfortunately PAP-RAC has little control over the selection of trainees, but closer collaboration with NFPs in guiding Contracting Parties in the selection process would reduce this risk.

Finally, in some cases it is unlikely that training in EIA and SEA was as effective as it might have been, particularly because certain countries have not yet fully embraced the concept of EIA and SEA. Therefore, whilst those trained have probably benefited as individuals from training, it is unlikely that they will be able to apply the knowledge gained unless the institutional climate is sensitive to the application of their skills.

3.3.5 Solid and liquid waste (and urban management)

This area of effort, which initially started as a priority action on solid and liquid waste management and later focused more broadly on urban management under the MCSD, has largely resulted in a number of case studies on the subject, together with relevant training courses and publications. In 1996, the move to address urban management issues following the establishment of the MCSD has provided another opportunity for close collaboration between PAP-RAC and Blue Plan. Considering the current and projected urbanisation and waste management issues facing the governments of the region, it is likely that this priority action will continue to be a focus of PAP-RAC, but more emphasis might be placed on incorporating capacity-building efforts in urban management under the umbrella of ICAM, rather than as a separate activity. PAP-RAC's accumulation of knowledge and experience on ICAM, CAMPs and solid and liquid waste management should be expected to make significant contributions to the decisions to be recommended to the Contracting Parties by the Working Group on Urban Management and Sustainable Development.

3.3.6 Sustainable tourism

The sustainable tourism activities undertaken by PAP-RAC since the early 1990s, both as a priority action and as a MCSD activity, have been a very effective demonstration of capacity building, and the training courses and guidelines on carrying capacity assessment have been well received. The activities have helped to bridge the gap between economic need and sustainable environmental management, recognising that tourism is a very important economic sector to the region, but that its continuation depends upon the maintenance of a healthy and attractive environment. It would be desirable for PAP-RAC to continue to integrate its activities on sustainable tourism under the ICAM umbrella, facilitating the development of integrated economic and environmental management.

3.3.7 Soil erosion

PAP-RAC's activities on soil erosion have been another main focal area over the past 10 years, addressing an important issue throughout the Basin, particularly to certain countries. According to those consulted during the evaluation process, one of the most important activities has been the Mediterranean co-operative project on erosion mapping and measurement, which has assisted countries to solve specific erosion problems and develop methodological guidelines for the mapping and monitoring of erosion processes. PAP-RAC's cooperation with FAO in this subject area has been an important contribution towards building the capacities of the Contracting Parties in combating soil erosion, and the numerous expert meetings and workshops have helped to consolidate lesson learning and an exchange of experience. The forthcoming project on "capacity building for desertification/erosion control management in the Mediterranean region", and a similar sub-regional project for Magreb countries, indicate that erosion control activities continue to be a priority action, particularly for Spain, Malta and southern and eastern Mediterranean states. More recently, PAP-RAC has reacted to national needs in terms of building technological capacity in the management of erosion and control of desertification by arranging workshops to tackle these issues. This is an example of how PAP-RAC is in a position to define and recommend guidelines for priority actions at both national and regional levels.

3.3.8 Aquaculture

Although PAP-RAC has been unable to contribute significant levels of resources or time to this activity, it has achieved substantial success in promoting and supporting the MEDRAP/FAO/PAP Network on environmentally sound management of Mediterranean aquaculture. In addition to this impact, PAP-RAC has facilitated an exchange of information and experiences between the Mediterranean states through the organisation of training courses, seminars and expert meetings, and the publication of guidelines on the subject.

3.3.9 Rehabilitation of historic settlements

Given the specialisation of this subject area, and the inherent historical richness of all Mediterranean countries that requires a substantial budget to assist in its protection, it was undoubtedly a wise decision to terminate PAP-RAC activities on this subject in 1993. Nevertheless, despite its early termination, a considerable amount of outputs were prepared on the subject, most notably the publication of the two-volume "Guidelines for the Rehabilitation of Mediterranean Historic Settlements". This publication is considered a serious contribution towards the development of a common awareness on the protection of Mediterranean historic heritage. Before withdrawing from the subject area, PAP-RAC commendably made efforts to build a close cooperation with UNESCO and ICOMOS on this subject, and later with the Marseilles 100 Mediterranean Historic Sites, thereby reinforcing regional cooperation. To conclude, whilst this activity was short-lived, significant progress was made towards realising its objectives.

3.3.10 Land use planning in seismic zones

Again, this was a very specific activity and PAP-RAC was probably not the most appropriate institution to implement it. It therefore made cost-effective sense on the part of the Contracting Parties to terminate all activities relating to land use planning in seismic zones in 1991. Whilst it was tasked with the implementation of this action, PAP-RAC's efforts were largely restricted to co-organising joint workshops with UNDP (OPS) SEISMED and publishing their results to the Contracting Parties, namely in seismic hazard assessment, seismic vulnerability and risk assessment, seismic risk reduction and disaster management and Preliminary Mediterranean Information Base on Seismic Risk. The activity was concluded so long ago that it is difficult to assess impact, other than to infer that the publications produced contributed to the existing body of information on the subject, both within the region and globally.

3.3.11 Renewable energy

This activity was largely carried out between 1983-1990, with the purpose of carrying out an analysis of options for sustainable sources of energy. Again, like some other initial priority actions, this activity was very specific, and not very relevant to PAP-RAC's core staff disciplines. The discontinuation of this activity in 1991, due to the limited availability of funds, was appropriate and enabled the Programme to become more streamline and cost-efficient. Despite its early termination, it is probable that PAP-RAC's interventions have had some positive impact, particularly the contributions that were made towards the development of national policies on these issues through the organisation of seminars, training courses and case studies, albeit on a modest level.

3.4 Conclusions

Despite chronic under-funding, limited human resources, and in the earlier years late payment of funds, PAP-RAC has been very prolific in the activities it has undertaken, and has excelled in its attempt to support capacity building in environmental management and sustainable development in the region. The programme itself has been efficiently managed and its staff are committed and professional in their approach. PAP-RAC has endeavoured to regionalise its activities as fully as possible, but still faces several constraints, which include its own staffing limitations, poor communication with NFPs and the weak political will of some countries to engage in PAP-RAC activities.

In terms of the impact of the programme, PAP-RAC has undoubtedly assisted in raising awareness of the benefits of integrated planning of resources to achieve sustainable development objectives. Some CAMPs have also been very successful in terms of the influence they are having on national and local level resource use decision-making. Whether the Centre alone has been responsible for effecting change in resource use policy and management has not always been easy to assess, however, without doubt it has contributed to the numerous national, bilateral and multilateral efforts to improve the management of the Mediterranean and its resources.

Whilst the products provided by PAP-RAC, such as training and guidelines, have been of high quality, their usefulness must be weighted in accordance with how they have influenced change in terms of national and regional policy and management practices. It would be unrealistic to suggest that guidelines and training courses alone could effect these changes, but an assessment of *how much* they have contributed to this change would be useful. At present, PAP-RAC does not have a mechanism for gauging this impact, but this would be easily remedied by the selection of a few meaningful time-bound performance indicators that could measure in quantitative as well as qualitative terms the degree to which PAP-RAC has been effective. This would in turn assist the Contracting Parties and PAP-RAC to determine which of its activities are the most beneficial and should be continued, and which are the least effective, and should perhaps be discontinued. From an observation of its own self-evaluation forms, which tend to focus on external constraints to achieving stated objectives, PAP-RAC might also focus effort on exploring its internal efficiency and effectiveness, e.g. its communication strategy with the Contracting Parties; its staffing and skills structure; and whether its outputs are well-targeted and demand-driven.

In terms of PAP-RAC's approach, it can be concluded that the original scope of PAP-RAC was too broad for such a limited amount of funding, and the consequence was a compromise in the degree of impact and success that PAP-RAC could achieve against each priority action. Over the past decade, the gradual narrowing of the Centre's core activities, which now largely rest with capacity building in ICAM; water resources development; soil erosion; and urban management, can only serve to improve its efficiency. What will also serve to aid effectiveness is more emphasis on developing the strategic environment within which the Centre's activities fit. By this we refer to the facilitation and assistance to Contracting Parties in developing the appropriate institutional policy and regulatory frameworks to enable ICAM to develop. At present, whilst the pieces of the ICAM jigsaw puzzle are present, in the form of ICAM-tools, there is often no frame within which they can fit. PAP-RAC clearly has a very limited budget, and could not conceivably achieve this task single-handedly; however, it could play a crucial role in facilitating the process by bringing key stakeholders together; guiding the re-shaping of policy and regulatory frameworks; and if necessary, assisting Contracting Parties to attract larger sources of financial support from elsewhere.

Some suggestions for improving the performance and impact of PAP-RAC's programme are provided in the following section.

4. SUGGESTIONS

The previous sections have outlined the key strengths and weaknesses of the PAP-RAC Programme in terms of its efficiency and effectiveness. In this section we attempt to summarise where the weaknesses could be strengthened, and the strengths built upon, to achieve a greater degree of impact. Some of these suggestions relate to the programming and management of PAP-RAC's programme, whereas others relate more to its future mandate, in terms of its approach.

4.1 Programming and Management

- Measuring performance: PAP-RAC should consider adopting the logical framework approach (LFA) to both its overall mandate and individual projects. The LFA will assist PAP-RAC to identify activities and outputs that clearly conform with its mandate, and will enable meaningful time-bound performance indicators to be identified, that will permit the programme to monitor its impact and progress. In this respect, it was noted from previous PAP-RAC self-evaluation and terminal reports that some of the same recommendations continued over a number of years. PAP-RAC needs to examine why it has not been able to resolve the issues that are the basis for the recommendations.
- Lesson-learning: Tying into the previous point, due to the lack of a performance measuring system, PAP-RAC is not in a position to learn easily from the successes and weaknesses in its approach. More effort should be made to learn lessons from completed and ongoing CAMP programmes (recognising that a report is proposed to this end); and the impact of training courses and publications, which can be synthesised into best practice approaches.
- Communication: As a key area that requires improvement, several points emerge that could be strengthened. Firstly, PAP-RAC and NFPs should make a more concerted effort to communicate more regularly, and respond rapidly to one another's needs. Contracting Parties need to carefully consider the selection of NFPs, to ensure that a) they are willing to undertake the task; b) they are in a position to communicate regularly; and c) they have sufficient influence to inform and direct decision-making. Secondly, regular meetings between PAP-RAC and NFPs should be resumed. Thirdly, the annual MEDU and RACs meetings should endeavour to ensure coherent and complementary approaches among the RACs, to thereby avoid future criticism from the Contracting Parties on this matter.
- Needs analysis: The 20 Contracting Parties are at different stages in their development of coastal resources management systems, and each country has, to some extent, a differing institutional framework within which PAP-RAC's activities can be effected. Therefore, rather than adopting a broad-brush generic approach to many of its activities, PAP-RAC should focus (as it already is through some of the more recent CAMPs) on identifying specific needs within each country. With respect to training, the following points might help to ensure its effectiveness:
 - *Accurate needs assessment*: Whilst most training activities have been much appreciated, well-targeted and very relevant to the countries' needs, some training courses, namely a couple on EIA and SEA, did not have the desired impact. This was due to the diversity of the prior knowledge and experience of the participants, resulting in a course that was not tailored to all needs. This issue could be resolved through a thorough needs assessment carried out prior to each course, which PAP-RAC has tended to do for most courses.
 - *Selection of trainees*: Impact of training should be measured in the ability of the trainees to effect the acquired knowledge, as a practitioner or in their capacity to influence policy and management decisions. Frequently, candidates are put forward for training that are not in a position to act on their training, which ultimately implies that training has not been effective. Unfortunately PAP-RAC has little control over the selection of trainees,

but closer collaboration with NFPs in guiding Contracting Parties in the selection process would reduce this risk.

- Dissemination of material: These suggestions relate to the PAP-RAC website; the development of a MAP electronic library; and dissemination mechanisms in-country.
 - *Website*: The website should be exploited as a cost-effective *modus operandi* for communicating technical information throughout the region. Whilst the website is informative and provides for the download of useful documents, the effectiveness of the website might be improved in several ways: 1) in addition to the CV template, PAP-RAC might also provide a list of regional and national experts, specialising in the different fields of PAP-RAC's activities; 2) the site should endeavour to provide as many technical reports as possible, available for downloading, in English, French and Arabic; 3) the use of Arabic (in addition to French and English) on the website would increase its attractiveness to a wider audience. PAP-RAC might consider the installation of a meter to monitor the number of hits on the site, to provide it with an indication of its popularity.
 - *Electronic library*: This evaluation supports the suggestion of Blue Plan personnel to establish a central electronic library for the cataloguing of all technical reports of the MAP RACs. A cost-recovery mechanism would need to be built into the operation of this library, such as the introduction of a membership system.
 - *In-country dissemination*: PAP-RAC's effectiveness would be greatly enhanced if its outputs, particularly technical publications, were disseminated as widely as possible. One of the main limitations to the effective dissemination of visible outputs still remains at the receiving end of the documents, i.e. at the national level. NFPs might improve dissemination efforts by ensuring that a) sufficient number of publications are received for their needs (within reason); and b) documents are placed within governmental and public libraries, and that relevant personnel (within and outside the institutions of the NFPs) are notified of their existence.
- Human Resources: It has been suggested, and welcomed by Contracting Parties, that an appropriate person be seconded from a Contracting Party to PAP-RAC, to: a) increase the human resources capacity of the Centre; b) broaden the disciplinary skills available; and c) strengthen regional links. "New blood" within the Centre might also serve to enhance the innovative strengths of the staff. Given that the weakest communication links are considered to be between PAP-RAC and the southern Mediterranean states, it might be appropriate for a secondee to derive from these countries. However, despite the willingness of Contracting Parties to consider this opportunity, its main constraint remains the issue of financial support. On a managerial note, and to ensure the sustainability of a programme that is not success-dependent on a very few individuals, the management structure within PAP-RAC might be strengthened by encouraging more staff members to take a greater role in the management of programme activities. PAP-RAC would be encouraged to continue to seek leadership qualities in any future recruits to its staff.
- Sharing experiences outside the region: Whilst the concepts of ICAM have been widely explored in a large and increasing number of publications, the lessons learned from ICAM initiatives are still not widely available to inform new ICAM programmes throughout the world. The results of weak access to best practice material frequently manifest themselves in poor project designs and inefficiency in the spend of often limited budgets. With PAP-RAC's considerable wealth of knowledge and experience in the implementation of ICAM programmes, and its long-term involvement in the Mediterranean, it is in a good position to offer advice to countries where ICAM is a new concept. In this capacity, it would also catalyse UNEP's advocacy of sustainable development principles in a relatively cost-efficient manner. It is also in a position to learn from new approaches, and in that way benefit the Mediterranean region. To avoid criticism, PAP-RAC

needs to ensure that its budget lines to enable it to do so are clearly separate from the MTF, and that it adopts the most cost- and time-efficient ways of communicating with other practitioners.

- Regular Evaluations: An external evaluation of PAP-RAC every two to three years will ensure that efficiency and effectiveness is more closely monitored. Provided that recommendations are endorsed and acted upon, regular evaluations should provide PAP-RAC with the opportunity to build upon the strengths of the programme; remove weaknesses; and ultimately benefit the Contracting Parties.
- Euro-Med Partnership: PAP-RAC considers that its influence and ability to attract outside funds would be enhanced if its relationship with the MAP-inspired and EC-supported Euro-Med Partnership were enhanced. It has been suggested that were PAP-RAC to have formal recognition within the Partnership, this would greatly improve and facilitate cooperation between PAP-RAC and the Partnership. If this relationship were to be forged, PAP-RAC might serve to augment the Partnership's efforts in ICAM within the region.

4.2 Mandate

- Clear mandate: There appears to be confusion within the region as to the mandated role of PAP-RAC, which probably stems from the fact that to date it has never had a very clearly communicated mandate. According to the original requests of the Contracting Parties, PAP-RAC's role is to assist in improving the environmental quality of the Mediterranean basin, and to facilitate continuous cooperation among Mediterranean states for progressive inter-sectoral planning. Given its limited budget, it is therefore inappropriate for PAP-RAC to act on some of the requests from Contracting Parties, for example to support the purchase of basic equipment, such as computers. The forthcoming revision of PAP-RAC's mandate needs to clearly state what its role is, so as to avoid confusion and raising expectations for the delivery of outputs that it is not adequately resourced to fulfil. On the subject of a clear mandate, there needs to be a determination as to whether indeed there is an overlap in the activities of the PAP-RAC and Blue Plan RAC, and for any overlap that compromises the efficiency and effectiveness of the MAP budget to be removed when formulating the new mandate.
- Strategic programme approach: Since its inception, and at the behest of the Contracting Parties, PAP-RAC has been charged with the implementation of a somewhat piecemeal programme, which has lacked a coherent and strategic approach. It has focused on broad issues such as ICAM whilst at the same time it has addressed very specific issues such as aquaculture and EIA. To be effective within its limited funds, PAP-RAC would be best placed to continue with ICAM (in which it has gained significant know-how and effectiveness), and embrace all other activities within this theme, applying them only where relevant to country needs. A narrower and more coherent structure would enable a more efficient disbursement of funds and a greater effectiveness of activities. Within the theme of ICAM, PAP-RAC might increase its efforts in assisting countries to develop appropriate institutional and regulatory frameworks for the delivery of ICAM, and only provide specific capacity building activities, such as training in ICAM-related tools and the publication of reports, once the right institutional foundations are in place to enable the effective application of these tools.
- CAMP approach: Generally, the CAMP process should continue in its current vein, placing considerable emphasis on national participation and generating ownership in-country. Reiterating the previous bullet point, before embarking on training in specific tools, such as GIS and EIA, more time should be given to facilitation and mediation between national level sectoral authorities in guiding the development of ICAM at the policy, regulatory and institutional framework level. This will ensure that when specific training activities take place, trainees will contribute more effectively to capacity building, being supported by the appropriate institutional framework.

CAMPs should continue to encourage the engagement of national experts and NGOs wherever possible.

- CAMP duration: Given that PAP-RAC has the luxury of a long-term programming lifespan, there is no reason why CAMPs should be time-bound to 3-4 years. Achieving ICAM is a long-term process, and requires considerable efforts from both PAP-RAC staff and national institutions. Consideration might be given to extending the life of CAMPs, spanning out activities and focusing more effort on building collaborative relationships between sectoral organisations.
- CAMP follow-up activities: The main weakness of the CAMP process so far has been the lack of follow-up in-country due to the collapse of funds post-project. The current generation of CAMPs are now concentrating on identifying funds to support follow-up activities. CAMPs that have managed to achieve a degree of follow-up include CAMP Kastela, Croatia, where public and private sector funds were attracted to invest in wastewater treatment within the area; CAMP Albania, where the project was followed-up on a larger scale by World Bank funding; and CAMP Rhodes where the project was followed up on a larger scale by EIB funding. More emphasis should be placed on identifying sustainable funding mechanisms to support CAMP-related activities, and where possible national ICAM initiatives, post PAP-RAC involvement. Opportunities for engaging the private sector as a possible sponsor should be explored, thereby reducing reliance on multilateral and bilateral development agencies, which is not always conducive to project sustainability.
- CAMP Ownership: National commitment to CAMPs, which has sometimes been lacking, could perhaps be improved by encouraging Contracting Parties to contribute cash to their national CAMPs, thereby engendering a greater degree of ownership.
- Transboundary CAMPs: There is an opportunity for a transboundary CAMP between Slovenia, Croatia and Italy, which will be the first of its kind in the Mediterranean. Given that attainment of the objectives of the Barcelona Convention requires regional cooperation, this is an important step to take in learning lessons from transboundary management. Lessons could be learned from the Transboundary River Management Programmes of the Nile River Basin and Mekong Delta, and also from small-scale transboundary coastal management initiatives underway between Poland, Russia and Germany.

APPENDIX 1

TERMS OF REFERENCE

Scope of the evaluation

The scope of the evaluation will cover the key activities undertaken by PAP/RAC since its creation. However, the particular attention will be paid to the period 1991-2001. The evaluators 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 light of the resources utilised;
- determine the impact of the project at regional Mediterranean and national levels, compared to the overall financial support to PAP/RAC 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 PAP/RAC that would improve the future work of PAP/RAC; 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 Consultants will prepare a detailed evaluation of programme performance against stated objectives, financial resources used, achievements and outputs of activities approved by the Contracting Parties since at least 1991, giving also due consideration to previous activities and the original mandate of the centre. The consultants will also give recommendations on how to improve the cost effectiveness of PAP/RAC and how to change its mandate in this respect, if necessary.

Job description

The Consultants will do the following:

1. Review the mandate of PAP/RAC 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 PAP/RAC in relation to the objectives of the Convention for the Protection of the Mediterranean Sea (Barcelona Convention) and MAP by examining the basis on which PAP/RAC was created. It should be determined whether PAP/RAC has been able to fulfil the identified needs and whether they have contributed to the protection of the Mediterranean Sea, Integration of Environment and Development, Integrated Coastal Zone Management, and Promotion of Sustainable Development. Special attention will be given to the budget approved and the amount spent, and an assessment will be made if the budget approved is commensurate with the tasks envisaged.
3. Determine if PAP/RAC results have been achieved as envisaged 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 MEDU, the Host Country and 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 UNEP 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 PAP/RAC. The latter will be done by sending a very brief questionnaire by e-mail 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 and MEDU to overcome 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 PAP/RAC role in relation to:
 - Integration of Environment and Development;
 - Integrated Zone Management
 - Promotion of Sustainable Development.
10. Propose eventual alternative for the re-orientation of PAP/RAC mandate considering the international, Mediterranean and national/local situations, conditions, needs and means.

APPENDIX 2

**SOURCES OF EXTERNAL FUNDING FOR DIRECT OR FOLLOW-UP SUPPORT
TO PAP-RAC ACTIVITIES**

PROJECT SIGNED	TITLE OF PROJECT	FINANCIAL CONTRIBUTOR	VALUE (US\$)
1994	Coastal Area Management Programme for the Island of Rhodes - Greece	EIB	323,200
1994	Albania Coastal Zone Management Plan	WB - METAP	157,139
1996	Assessment of ICAM Initiatives in the Mediterranean: Experiences from METAP and MAP (1988-1996)	WB - METAP	188,000
1998	Expert Working Group meetings on integrated coastal and river basin management; Geneva and London	UNEP	20,000
1999	Introduction of Strategic Environmental Assessment in Planning System of Mediterranean Countries	EC	43,000
1999	Capacity building for desertification/erosion control management in the Mediterranean region	EC	50,000
1999	Technical meeting on the application and demonstration of the planning guidelines for integrated coastal and river basin management; Toulon, France	UNEP	58,000
1999	Work programme for revitalisation of the Nairobi and Abidjan Conventions	UNEP	36,000
1999	Application of the planning guidelines for integrated coastal and river basin management to the Cetina river, Croatia	UNEP	100,000
2000	Good Practices Guidelines for Integrated Coastal Area Management in the Mediterranean	EC	35,000
2000	Workshop on "The Analysis of the Industrial Component in the Coastal Areas of the Adriatic Sea"	UNIDO	20,000
2000	Croatia karst ecosystem conservation project	GEF	150,625
2000	Development and implementation of economic instruments for the sustainable implementation of Strategic Action Programme for the Protection of the Mediterranean Sea against Land-Based Sea Pollution	GEF	370,000
2000	Preparatory Work Leading to a Demonstration Programme of Integrated Coastal Zone Management in Central and Eastern Europe and the Newly Independent States	EUCC	36,000
	Total		1,586,964