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**Background and operational aspects of the implementation of the
project “Determination of Priority Actions for the further
Elaboration and Implementation of the Strategic Action Programme
for the Mediterranean Sea”**

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BACKGROUND

1. Background to the project

In the present document, for practical reasons, the project "*Determination of priority actions for the further elaboration and implementation of the Strategic Action Programme for the Mediterranean sea*" is referred to as the "GEF Project". Though the funding for this project largely comes from the Global Environment Facility Trust Fund there are in fact significant contributions from FFEM, METAP and the MED Trust Fund and smaller contributions from other parties as well as significant Counterpart contributions from the countries.

The GEF Operational Strategy lists the "degradation of the quality of transboundary water resources, caused mainly by pollution from land-based activities; physical habitat degradation of coastal and near-shore marine areas, lakes, and watercourses as a result of inappropriate management; introduction of non-indigenous species; and excessive exploitation of living and nonliving resources" as the four major global environment concerns relating to international waters that will be addressed by the GEF. The present project addresses directly two of these concerns and in the process seeks to address biodiversity issues relating to sensitive areas thus conforming to the Operational Strategy which recognises that "GEF projects integrating several focal areas have the potential to multiply global benefits from GEF interventions".

As a result of international efforts to protect the Mediterranean Sea, twenty Mediterranean countries and the European Union are Contracting Parties to the Barcelona Convention and to the Protocol for the Protection of the Mediterranean Sea against Pollution from Land-based Sources (LBS Protocol) and to the Mediterranean Action Plan (MAP). UNEP, through the Co-ordinating Unit for the MAP has served as the Secretariat to the Action Plan and the Convention since their adoption.

The revisions of the Barcelona Convention, its related protocols (1995) and the associated Action Plan directed the whole system towards development and implementation of strategic actions designed to address *inter alia* problems of pollution resulting from land-based activities in the framework of overall plans for the sustainable development of the Mediterranean Sea and its coastal region. Past experience together with the findings of the draft Transboundary Diagnostic Analysis prepared with a GEF Project Development Facility Grant suggests that a major constraint to the protection of the marine and coastal environment results from inappropriate management of the coastal zone. The root causes of this problem result from a lack of adequate coastal zone planning and management; inadequate national legislation and its effective enforcement; weak institutional structures at national and regional levels; inadequate human resources allocated for these types of activities; and lack of mobilisation of adequate financial resources to address the identified issues and problems.

The GEF project aims at the implementation of a number of key components of the *Strategic Action Plan to address Pollution from Land-based Activities, for the Mediterranean (SAP MED)*, which has been adopted by all Contracting Parties of the Barcelona Convention, at the 10th Meeting of the Contracting Parties (Tunis, November 1997). The objectives of this action plan are to facilitate the protection of the Mediterranean sea from pollution from land based activities, through a multitude of activities, both at the regional and the national level. The GEF project also aims at the preparation and adoption of a Strategic Action Plan for Biodiversity (SAP BIO) for the Mediterranean, to serve the needs of the

Specially Protected Areas and Biodiversity Protocol. The implementation of the project started in January 2001.

2. Funding

The total cost of the project is estimated at \$12,229,000. These funds come from GEF, FFEM and a variety of sources which are given in the table below. Some are contributions In-Kind and some are Counterpart Contributions. They are allocated to the main/umbrella project (MEDU) and to four sub-projects (WHO/EURO, PAP/RAC, RAC/CP and SPA/RAC).

Total Cost of the Project (\$)

Source	Umbrella Project	WHO/EURO	PAP/RAC	RAC/CP	SPA/RAC	TOTAL
GEF Trust Fund	4,649,000	295,000	370,000	55,000	700,000	6,069,000
MED Trust Fund	570,000	120,000	60,000	45,000	40,000	835,000
Counterpart Contr.	3,000,000					3,000,000
FFEM	1,150,000	300,000		150,000		1,600,000
METAP	450,000					450,000
WHO/EURO		75,000				75,000
PAP/RAC			10,000			10,000
RAC/CP				40,000		40,000
SPA/RAC						0
In -Kind Contributions Incl. UNEP			150,000			150,000
TOTAL	9,819,000	790,000	590,000	290,000	740,000	12,229,000
Percentage	80.29	6.46	4.82	2.37	6.05	100

3. Project Objectives

1. The overall goal of the project is **to improve the quality of the marine environment in the Mediterranean Region by better shared-management of land-based pollution through improved international cooperation in the management of land-based pollution of transboundary and regional significance.** The objectives of the SAP MED are to facilitate the implementation of the LBS Protocol to the Barcelona Convention by the Contracting Parties and to contribute to the maintenance and where appropriate, restoration of the productive capacity and biodiversity of the marine environment, ensuring the protection of human health, as well as promoting the conservation and sustainable use of marine living resources.

2. The agreed immediate objectives of the SAP MED are: *to protect the marine environment and coastal zones through prevention of pollution and by reduction and, as far as possible, elimination of pollutant inputs, whether chronic or accidental; and to develop and implement rational programmes of action for the protection of the marine environment from land based sources.*

The specific objectives of this project are to implement the following components of the SAP MED to address pollution from land-based sources, to:

- C complete an analysis of the transboundary importance of the 103 hot spots identified in the TDA MED and SAP MED and finalise the priority list for intervention and investments ("Investment portfolio")(pre-investment studies will be conducted only in GEF eligible countries);
- C to formulate and adopt principles, approaches, measures, timetables and priorities for action, that address each major land-based source of pollution and assist countries in the implementation of such actions;
- C conduct pre-investment analysis of expected baseline and additional actions needed to address the selected hot spots, and secure recipient country agreement to baseline investments;
- C prepare and adopt at the regional level, detailed, operational guidelines for the formulation of National Action Plans (NAPs) for the protection of the marine environment from land-based activities;
- C assist countries to prepare, adopt at the highest level, and implement, country specific National Action Plans based on the regionally prepared and adopted guidelines;
- C identify roles for, and ensure effective participation of non-governmental organisations in the implementation of components of the SAP MED, and where appropriate incorporate these into the National Action Plans; and to address other transboundary issues as follows:
- C finalise and adopt a comprehensive and holistic Transboundary Diagnostic Analysis; and

in addition to the SAP MED related objectives the following biodiversity related objective is included in the project:

- C develop and adopt a strategic action plan for biodiversity in the Mediterranean in conformity with the provisions of the protocol on Specially Protected Areas and Biodiversity.

3. The SAP MED is addressed to, and has been endorsed by, all Contracting Parties. It proposes common objectives for all countries, however, it is evident that the implementation of the proposed activities should take into account the state of the environment of each country. The timing for activities and for achievement of targets may also differ between recipient countries, taking into account their present capacity to adapt and reconvert existing installations, the economic conditions and the development needs of individual countries.

4. GEF non-recipient countries that are party to the Convention and which have endorsed the Strategic Action Plan will be encouraged to participate in regional activities and to address regionally identified priorities through appropriate national action. Participation in regional activities of representatives and experts from these countries will be supported by the trust funds available to the Mediterranean Action Plan. Approved national actions that are consistent with and in support of the implementation of the SAP MED will be, subsequently listed as associated financing to this project.

4. Implementation of the project

1. *Pollution hot spots and sensitive areas*

The specific needs and aims in pollution reduction in the Mediterranean region, based on a revised Transboundary Diagnostic Analysis to be approved by governments, are:

- (a) To reduce inputs in the Mediterranean sea, particularly in areas where high levels of pollution loads (originating from domestic or industrial sources) are being discharged.
- (b) To reduce pollution, particularly in estuaries and coastal waters of natural or socio-economic value, which can be considered sensitive as they face a higher risk of sustaining negative impacts. The idea is to promote preventive measures to reduce pollution in these areas, so that there will be no need for remedial actions which usually require high investments.
- (c) To prioritize identified pollution hot spots at the national level in the Mediterranean on the basis of existing and new data and to select areas for immediate intervention and preparation of pre-investment studies. Though the funds available in the region are not sufficient to tackle all pollution hot spots simultaneously, the selection procedure will ensure that the most important will be covered first.
- (d) To prepare pre-investment studies for the identified pollution hot spots, so as to provide the necessary link between activities for pollution reduction and related investments.

The component concerning the identification of priority pollution hot spots and sensitive areas was developed not only by GEF-eligible countries but by all Mediterranean countries, utilizing funds provided by the Mediterranean Action Plan, in order to have a global situation in the Mediterranean. All countries agreed that a priority list of pollution hot spots and sensitive areas should be prepared for each country. Such a list was prepared for every country (see MAP Technical Reports Series No. 119) also including an indication on the costs for rehabilitation activities, but did not take fully into account transboundary effects. It is, therefore, apparent that countries require very well defined criteria in order to formulate their statements and define the information needed. Therefore, the first step to be taken will be the preparation of criteria for transboundary prioritization to be endorsed by the countries prior to the preparation of an updated list of priority pollution hot spots and sensitive areas.

The prioritization of the transboundary pollution hot spots will also take into account the cost of the measures required to abate pollution. Prioritization will also facilitate selection of the pollution hot spots for which investment will be needed to implement measures for pollution reduction. Adequate measures, as well as a plan of identification of sources of pollution and their respective control, will be included in pre-investment studies which will be prepared to assist countries in decision making and donors in making their financial contribution.

To support the above, a draft report has been prepared by consultants, based on the existing ranking system and the parameters used to describe the effects on the environment and the human health. The document proposes a revised ranking system to show the severity of each of the transboundary effects on the identified hot spots and sensitive areas according to criteria to be proposed.

METAP will elaborate a set of socio-economic criteria based on the severity of the hot spots with respect to parameters on effects on economic activity and amenity values to be used for the selection of national pollution hot spots for pre-investment studies.

Following the preparation of the draft document on criteria determination for pollution hot spots, an experts consultation meeting will be convened in order to review the document and prepare the final version which will be based on scientific background. A background

document on the existing pollution hot spot situation will also be prepared. The meeting is scheduled to be convened in Athens from 5-6 April 2001 and participants will comprise environmental experts from Mediterranean countries. Financial experts from the World Bank will also be invited to participate, to ensure the appropriate inclusion of the financial aspects.

The revised criteria resulting from the experts consultation meeting will be submitted to the countries for their comments and/or approval. The criteria will be finalized and particular emphasis will be placed on the severity of each of the environmental and socio-economic effects on identified hot spots. The agreed criteria and ranking system will be used by the countries for the agreed transboundary effects of the pollution hot spots in question. The same procedure will be followed for pollution sensitive areas but at a later stage.

Following the adoption of the criteria on pollution hot spots and sensitive areas, the countries will be responsible for updating the national reports on the basis of new or modified data if they exist, and/or anti-pollution measures implemented and update the list of national pollution hot spots. At this stage, national governments are expected to provide information relevant to their commitment to implement pollution reduction measures in certain hot spots areas which will be taken into consideration in the selection by the Ad hoc Technical Committee of pollution hot spots for pre-investment studies.

The Ad hoc Technical Committee will be convened to select national priority pollution hot spots, in consultation with the country concerned, which will be used for the preparation of pre-investment studies (PIS). In selecting areas for PIS, socio-economic criteria will also be considered as well as the national reports and the political will of the government to support the activity in question.

The preparation of pre-investment studies (PIS) will be undertaken by countries in cooperation with METAP. Towards this METAP will assist in the preparation of TORs for the PIS and the contract documents, assist in the selection of national consultants and assist in the contract negotiations. METAP will also supervise the preparation of the PIS and report to the Steering Committee and the Ad-hoc Technical Committee. METAP will clear payment to national consultants based on the satisfactory performance at successive stages of PIS preparation.

The expected results of the project in this field are:

- C Investment portfolio of selected pollution hot spots for which pre-investment studies will have been conducted;
- C Management plans for selected sensitive areas.

Pollution Hot Spots and Sensitive Areas – Workplan and Timetable

Activity	Timing	Output	Responsibility
Development of scientific and socio-economic criteria for the prioritization of pollution hot spots and sensitive areas	May 2001	Criteria document	WHO, METAP for socio-economic
Preparation of revised country reports according to the criteria adopted on pollution hot spots and sensitive areas	July - September 2001	Country reports	WHO, Countries

Meeting of the ad-hoc technical committee to select pollution hot spots for the preparation of pre-investment studies	September 2001	Report of the meeting	MAP/MED POL, WHO
Preparation of pre-investment studies			
(i) Definition/agreement with countries on study objectives and scope	January - July 2001	Study concept notes	METAP
(ii) Preparation of study TORs	May - December 2001 -	TORs	"
(iii) Consultant selection	June -December 2001	Consultants selected	"
(iv) Launching of studies	September 2001 – January 2002	Consultants mobilized	"
(v) Completion of studies	March - October 2003	Final reports	"

2. *Regional cooperative actions*

There is a need to improve at the regional level the administrative, legal and technical basis for pollution control, to assist the countries in the implementation of the SAP MED and the formulation of national action plans.

During the period of implementation of MED POL Phase II, a number of pollution control measures were formulated and adopted, covering the major marine pollutants of the region. The formulation of such measures was based on the requirements of the 1980 LBS Protocol. However, in 1996, the signature of the amended LBS Protocol, based on the new approach established by the 1995 GPA, brought forward the need for the re-formulation of the strategy to tackle land-based pollution. In addition, the SAP MED, adopted in 1997, builds on the new approach and introduces new objectives and new principles. It appears therefore necessary to prepare regional guidelines and action plans which would assist the countries of the region to strengthen the legal, technical and administrative basis to enable the implementation of the activities a) which are based on new principles and new ideas and which had not been dealt with by the MED POL Programme, such as the application of BAT and BEP, the management of hazardous wastes, the development of indicators and environmental inspection systems, and b) for which MED POL had indicated that further assistance was needed, such as sewage and treatment disposal, disposal of urban solid wastes, river monitoring and inventory of quantities and uses of POPs.

Activities under the Regional Cooperative Actions include the preparation and adoption of nine sets of regional guidelines for:

- C sewage treatment and disposal;
- C disposal of urban solid waste;
- C industrial wastewater treatment and disposal;

- C application of BAT, BEP and clean technologies in industries;
- C application of BAT and BEP in industrial installations which are sources of BOD, nutrients and suspended solids;
- C application of BEP for the rational use of fertilisers and the reduction of losses of nutrients from agriculture;
- C environmental inspection system;
- C development of ecological status and stress reduction indicators; and
- C river (including estuaries) pollution monitoring programme;

It also includes the preparation and adoption of eight regional plans concerning:

- C collection and disposal of all PCB waste;
- C reduction of input of BOD by 50% by 2007;
- C reduction by 20% by 2007 of the generation of hazardous waste from industrial installations;
- C management of hazardous waste;
- C regional inventory of quantities and uses of nine pesticides and PCBs, as well of industries which manufacture or condition them;
- C establishment of regional pollution monitoring, reporting, and data quality assurance programmes for rivers;
- C establishment of regional pollution monitoring, reporting, and data quality assurance programmes for the marine environment; and,
- C collection of information on levels, trends and loads of pollution reaching the Mediterranean.

Regional Cooperative Actions – Workplan and Timetable

Activity	Timing	Responsibility
Identification and recruitment of individual experts to review available information and prepare first draft of regional guidelines and plans	January 2001 - July 2001	MAP/MED POL/WHO
Preparation of first draft of regional guidelines and plans	September 2001 September 2002	Experts supervised by MAP/MED POL/WHO
Review of first draft by small team of experts through correspondence	July 2002 - March 2003	MAP/MED POL/WHO
Meeting of government designated experts to review the regional guidelines	May 2003 Athens	MAP/MED POL/WHO
Meeting of government designated experts to review the regional plans	June 2003 Athens	MAP/MED POL/WHO
Meetings of respective Focal Points to approve guidelines and plans	October – December 2003	MAP/MED POL

Clean Production Technologies - Workplan and Timetable - Regional Guidelines and Plans

Activity	Timing	Output	Responsibility
Review of information on BATs and BEPs and cleaner technologies on the industrial sectors, specially those designed to the RAC/CP.	January 2001 to April 2001	Collection of technical information	RAC/CP Experts
Elaborate a working document as basis for the elaboration of the regional guidelines and plans.	April 2001 to June 2001	Working document	Experts RAC/CP
Review and revision of the working document by the international technical experts.	September 2001 to November 2001	Revised working document	Experts RAC/CP
Review and revision of the working document by the RAC/CP National Focal Points.	December 2001 to February 2002	Revised Working document	RAC/CP NFP RAC/CP
Presentation of the draft report to the MAP NFPs	March 2002 to May 2002	Draft report	MAP NFPs RAC/CP
Submission of the revised draft report to the 12th Contracting Parties Meeting for its adoption		Final report	RAC/CP

3. *Capacity Building*

At the national level, there is the need to improve the competence of the national administrative and technical experts in specific fields to enable the full implementation of the SAP MED and hence of the LBS Protocol.

In parallel to the work needed to be carried out at the regional level (see above), five specific fields were identified for which assistance was needed by national experts and administrators who will be in charge of the implementation of some of the SAP MED activities. During the implementation of MED POL in fact, it had already become apparent that the lack of trained personnel in the national administration could be an important limiting factor for the achievement of the over all objectives of the LBS Protocol, especially with regards to operation and maintenance of waste water treatment plants and river pollution monitoring; the SAP MED further identified some additional subjects for which specific competence was considered as generally lacking in many countries.

Activities under *Capacity Building* include the preparation and implementation of five regional training programmes. Participants in the training courses will be selected with the intention to improve the competence of the national administrative and technical experts in the implementation of the SAP MED. The following training programmes are foreseen to be undertaken:

- C environmental auditing and management;
- C pollution monitoring and inspection;
- C cleaner production techniques and practices;
- C operation and maintenance of waste water treatment plants;
- C river pollution monitoring; and

The expected results from this activity are:

- C Improved capacity of national administrators and technicians to deal with environmental problems and to enforce adopted legal instruments and regulations

CAPACITY BUILDING - Training Courses

MEDU/METAP - Workplan and Timetable

Activity	Timing	Responsibility
Train-the-trainers' workshops at the national level for environmental impact assessment	October 2001 - June 2002	METAP
Regional workshop on environmental impact assessment	September 2001	METAP
Regional training course on river pollution monitoring	November 2001	UNEP/MED POL
Two national training courses on river pollution monitoring	September - October 2002	UNEP/MED POL
Two national training courses on river pollution monitoring	September - October 2003	UNEP/MED POL

WHO/MED POL - Workplan and Timetable

Activity	Timing	Output	Responsibility
Regional training course on wastewater treatment plants operation and management	June 2001	Report and manual of training course	WHO/MED POL
Two national training courses on wastewater treatment plants operation and management	October 2001	Reports and manual of training courses	WHO/MED POL
Regional training course on pollution monitoring and inspection	December 2001	Report and manual of training course	WHO/MED POL
Two national training courses on wastewater treatment plants operation and management	May 2002	Reports and manual of training courses	WHO/MED POL
Two national training courses on pollution monitoring and inspection	July 2002	Reports and manual of training courses	WHO/MED POL

Two national training courses on wastewater treatment plant operation and management	December 2003	Reports and manual of training courses	WHO/MED POL
Two national training courses on pollution monitoring and inspection	July 2003	Reports and manual of training courses	WHO/MED POL
One national training course on wastewater treatment plant operation and management	September 2003	Reports and manual of training courses	WHO/MED POL
Three national training courses on pollution monitoring and inspection	December 2003	Reports and manual of training courses	WHO/MED POL

Cleaner Production Technologies – Workplan and Timetable

Activity	Timing	Output	Responsibility
Preparation of training course with several kinds of information to approach cleaner production from different aspects: technical, economical, legal, etc.	January 2002 to June 2002	Training material	RAC/CP Experts
Preparation of case studies and success stories from industries of the Mediterranean countries.	January 2002 to June 2002	Training material	RAC/CP Experts
Meeting of technicians and governmental representatives in a selected country to check the success and problems of the prepared material.	October 2002 to February 2003	Report meeting	RAC/CP
Analysing of the results obtained from this meeting.	March 2003 to April 2003	Final material	RAC/CP
Elaboration of the final material.	May 2003 to October 2003	Final material	RAC/CP
Submission of the final material to the 12th Contracting Parties Meeting for its adoption.			RAC/CP
Distribution to all the Mediterranean countries.	December 2003		RAC/CP

4. Sustainability of SAP MED

There is a need to create a sustainable financial platform for continued implementation of the SAP MED. Activities include identification of economic instruments that will assist in developing a sustainable financial platform for the continued implementation of the SAP MED in the longer term and incorporation of such economic instruments at the national level in the National Action Plans. These activities will develop

administrative, legal and fiscal mechanisms for the sustainable financing of the implementation of pollution control measures at country level. The introduction of such measures will also demonstrate their economic benefits and will catalyse the use of more integrated approaches to environmental management. These activities will be undertaken in close cooperation with country partners, relevant international organisations and institutions and appropriate regional experts.

This will include:

- C development of appropriate economic instruments
- C implementation of these at the national level
- C training of national professionals in the area of economic instruments

The essence of the project is successful implementation, at national and regional level, of newly introduced and/or adapted existing economic instruments. The successful implementation should result in long-term sustainability of the SAP MED programme. Measures for sustainable implementation of economic instruments should be determined upon completion of country pilot projects and after an expert meeting to prepare proposals for introducing new / adapting existing economic instruments. These measures are likely to be country-specific, according to needs. Implementation procedure, therefore, should be proposed by and agreed upon with national and local governments. Measures should in the first place involve change in national and/or local legislation and regulation, where appropriate. Other means in support of the successful implementation of this component of the project include: improvement of environmental information database, capacity building of national and local institutions, training of government officials and non-government stakeholders, active involvement of general public in the Project, etc.

The analysis of the application of economic instruments in the Mediterranean countries has shown that economic instruments have been widely applied in practice. Most frequently applied economic instruments are "charges" since they have proven to be practical and efficient. Economic instruments are widely applied in the fields of water protection, land, industry, solid waste, i.e. in the fields with most apparent environmental problems. This analysis has also shown that the main problems of the application of economic instruments are: inadequate organization of administration and its low efficiency, failure to pay taxes, the human factor, small fines and inappropriate monitoring. The analysis has shown that economic instruments although not properly organized are still effective in practice. They have also shown that economic instruments as far as the purpose of their application is concerned are very efficient and their application results in the reduction of environmental pollution and the improvement of environmental quality. Economic instruments with incentive function have proven to be more effective than the non-incentive ones, which leads to the conclusion that new economic instruments should be considered.

After completing the 1994 analysis on application of economic instruments in selected Mediterranean countries, PAP/RAC continued to keep up with the latest developments in relevant scientific theories. There is constant flow of information through an economic instruments' network of experts established by PAP/RAC. The activities of the World Bank in the field are also followed by PAP/RAC.

The activities foreseen for the sustainability aspects of the project are:

- An expert meeting to adapt the existing evaluation methodology of economic instruments in order to assess sustainability of the SAP MED in eligible Mediterranean countries.
- A seminar to determine the state of art in implementation of economic instruments, to determine changes in their application in the period 1994-1999, train selected national experts on application of economic instruments and to define specific environmental and other purposes given by national governments to be met by implementation of economic instruments at national level.
- Dissemination of the state-of-art analysis to national government institutions.
- Selection of a baseline pilot project, set terms of reference of the pilot project, sign relevant country agreement on preparation of project.
- An expert meeting to prepare proposals for introducing new / adapting existing economic instruments at national level.
- Dissemination of the proposals for introducing new / adapting existing economic instruments.
- Help to national and local institutions and experts in implementing proposed measures in economic instrument application at national and regional level, with special emphasis on making the SAP MED programme sustainable.

Assistance to countries in activities regarding the sustainability of SAP MED

- Dissemination of questionnaires on the state-of-art in application of economic instruments in selected countries, sign contracts with national experts.
- Conducting comparative analysis of economic instruments' application for environmental purposes in selected Mediterranean countries
- Requesting national focal points to qualify for a baseline pilot-project on economic instruments' application, prepare and submit workplans and timetables.
- Cooperation with national and local institutions and experts on implementation of the baseline pilot project.
- Cooperation with national and local institutions and experts on implementation of five additional pilot projects in selected Mediterranean countries.
- Evaluation of newly introduced / adapted economic instruments at regional and national level.

Workplan and Timetable

Activity	Timing	Output	Responsibility
Sustainability of SAP MED			
Expert meeting to adapt the existing evaluation methodology of economic instruments in order to assess sustainability of the SAP MED	January 2001	Methodological paper, expert meeting report; questionnaire	NFPs, PAP/RAC, World Bank

Activity	Timing	Output	Responsibility
Instructive seminar to determine the state of art in implementation of economic instruments, to determine changes in their application in the period 1994-1999, to train selected national experts and to determine specific environmental purposes given by national governments to be met by implementation of economic instruments at national level	June 2001	Final state-of-art analysis on the existing implementation of economic instruments in Mediterranean countries, Trained national experts, Seminar report	NFPs, PAP/RAC, World Bank
Dissemination of the state-of-art analysis to national govt. institutions	June 2001		PAP/RAC
Selection of a baseline pilot project, setting terms of reference of the pilot project, signing relevant country agreement on preparation of project	September 2001	Country agreement; TOR for pilot project	NFPs, PAP/RAC
Expert meeting to prepare proposals for introducing new / adapting existing economic instruments in selected countries	June 2002	Expert meeting report	NFPs, PAP/RAC
Dissemination of the proposals for introducing new / adapting existing economic instruments	June 2002		PAP/RAC
Implementation of proposed measures in economic instruments' application at national and regional level, with special emphasis on making SAP MED programme sustainable	July 2002 - September 2003	Improvement of national legislation on economic instruments; sustainable implementation of SAP MED	National govt. institutions, NFPs
Assistance to countries in activities regarding Sustainability of SAP MED			
Dissemination of questionnaires on the state-of-art in application of economic instruments in selected countries, signing contracts with national experts	February 2001	Contracts with national experts	PAP/RAC, national experts
Comparative analysis of economic instruments' application for environmental purposes in selected Med. Countries	April 2001	Draft state-of-art analysis of the implementation of economic instruments	PAP/RAC
National institutions and experts preparing and submitting workplans and timetables for pilot projects on implementation of econ. Instruments	July - August 2001	Tentative workplan and timetable of pilot projects	NFPs, national instit. and experts, PAP/RAC
Preparation of the baseline pilot project	October - November 2001	Baseline pilot project study	National institutions and experts
Implementation of five additional pilot projects in selected countries	December 2001 - May 2002	Country agreements; five pilot project studies; draft proposals on new/adapted existing economic instruments	National institutions and experts
Evaluation of newly introduced / adapted economic instruments at regional and national level	October - November 2003	Final evaluation paper on effects of the Project on introducing new / adapting existing economic instruments	National institutions and experts PAP/RAC

5. *Public participation*

There is an urgent need to collect information about the existing participation tools, methodologies and techniques used for informing the public at the national level; also, for involving it in decision making by reaching consensus and by resolving conflicts between various sectors or different interest groups. There is a need for the development and implementation of a regional programme of participation which will involve the NGOs and include provision of information to the general public.

The participation of the public (NGOs, etc), at all stages of the preparation and in the implementation of the National Action Plans in each country is a primary aim of the project.

Workplan and Timetable

Activity	Timing	Responsibility
Preparation of a proposal for a regional programme for public participation	August - December 2001	UNEP/MEDU
Meeting of national representatives and NGOs to develop a regional programme for public participation	May 2002	UNEP/MEDU

6. *National Action Plans*

There is a need to assist national administrations to formulate and implement National Action Plans (NAPs) specifically related to the elimination of pollution from land-based activities.

The formulation of NAPs can be considered as the final output of all the activities of this Project; their implementation represents in fact the operational long-term result of the Project and it is supposed to make use of the results of the individual activities. The NAPs will in fact take into account of the work carried out on the hot spots and sensitive areas, will consider the translation at the national level of the regional guidelines and regional action plans, of the SAP for biodiversity, of mechanisms for the long-term sustainability of the SAP MED and of plans for public participation in the preparation and implementation of the SAP MED. Considering that the process of formulating NAPs related to the elimination of land-based pollution is, generally speaking, a new process, based on new legal texts such as the LBS Protocol and the SAP MED, there is a clear need to assist the national administrations, and in particular the Inter-ministerial Committees created in each country as part of the Project, in the formulation of NAPs and in identifying the mechanisms for their long-term implementation.

The preparation of National Action Plan modalities and what they should aim at and contain is spelled out in some detail in the Annex.

The expected output of the project is the development and implementation of a National Action Plan for each country.

National Action Plans – Workplan and Timetable

Activity (in each country)	Timing	Responsibility
Contacts with national authorities for the creation of inter-ministerial committee	September 2001 to June 2002	National authorities
Contacts with national authorities for the appointment of Coordinator of Committee and expert	January to July 2001	National authorities in consultation with MAP
Preparation of draft sectorial plans; meetings of experts and of Inter-ministerial Committee	September 2001 to July 2002	National experts in consultation with MAP
Preparation of draft integrated National Action Plan; meetings of experts and of Inter-ministerial Committee	September 2002 to September 2003	National experts in consultation with MAP
Formal adoption of National Action Plan; meeting of national authorities	December 2003	National authorities

5. Institutional aspects of implementing the project

1. Project Coordination

The project is managed by the Coordinating Unit for the Mediterranean Action Plan. For this purpose, a project manager has been hired. He reports directly to the MAP Coordinator. The following committees have been established, or are in the process of being established, in accordance with the provisions of the project agreement:

Inter-Agency Steering Committee

This committee is composed of the implementing and donor agencies. It is chaired by the lead implementing Agency (UNEP), in accordance with the agreed procedures for GEF International Waters Projects and includes representatives from the UNEP GEF Coordination Unit, UNEP/MEDU, GEF, UNDP, the World Bank, METAP and French GEF (FFEM), as well as other donors which will participate following the donors meeting. This committee will overview the execution of the project and will decide on the precise modalities for execution and coordination of the activities. It is expected to meet once a year.

Coordination Committee

This committee is composed of the members of the Inter-Agency Steering Committee and by nationally nominated coordinators for activities undertaken in the framework of the project. The Coordination Committee is expected to meet once a year and right after the meeting of the Inter-Agency Steering Committee. It will be briefed on the progress of the activities.

Ad-hoc Technical Committee

This committee will be composed of representatives from MAP/MED POL, WHO/MAP, METAP and its partners, GEF and FFEM. It will be responsible for the coordination of the implementation of the pre-investment studies and METAP will follow up technically the implementation of these studies. *However, the pre-investment studies will be undertaken under the responsibility of the Governments themselves, with the guidance of the Ad-hoc Technical Committee.*

MAP has the overall responsibility of the management of the project. In its execution it will be assisted by MED POL and by the MAP Regional Activity Centres. More specifically, MED POL in cooperation with WHO/MAP will be the main actors in the implementation of the project having the responsibility for pollution hot spots and sensitive areas, pre-investment studies, preparation of regional action plans and guidelines and most of the training programmes. PAP/RAC will have the responsibility of the component on the sustainability of SAP MED and the organisation of the training programme on integrated coastal zone management. SPA/RAC will be responsible for the preparation of the SAP on biodiversity (see below for the details of the mechanisms for the implementation of this activity). CP/RAC will assist in the preparation and adoption of three regional guidelines, one regional plan and the organisation of one training programme.

METAP as a member of the Ad-hoc Technical Committee will be responsible for following the pre-investment studies and advising the Governments accordingly. The World Bank is expected to cooperate in the preparation of the economic instruments.

Development of a SAP for biodiversity

Though it is outside the terms of reference of the Coordinating Committee, reference is made here of the institutional arrangements for the preparation of the Strategic Action Plan for biodiversity (SAP BIO) of the project for information reasons.

Besides SPA/RAC, which holds the overall responsibility of the project under the supervision of the MAP Coordinating Unit, the following main actors/elements are expected to be identified and take part in the process:

National correspondents: Person responsible for the running of the project at the national level in each of the participating countries. Their main role is to stimulate and coordinate activities at the national level aimed at providing inputs to the SAP. This should include the definition and the coordination of the national consultation process. He/she will constitute the main contact point of SPA/RAC at the national level, and will participate in regional meetings convened by SPA/RAC to examine the progress of the preparation of the SAP and refine the documents being prepared. National correspondents are appointed by the MAP National Focal Points.

Advisory Committee: Expected to have a role of technical advice in the process of elaboration of the SAP. It will be established at the outset of the project and will include representatives of international and regional bodies with technical and scientific expertise in Mediterranean marine and coastal biodiversity issues (e.g. WWF - International Mediterranean Programme; IUCN Mediterranean Programme; the MedWet programme carried out under the auspices of the Ramsar Convention; FAO; Council of Europe (Secretariat of the Bern Convention); European Topic Centre/Nature Conservation (ETC/NC); Arab League (ALECSO); ACCOBAMS Interim Secretariat).

IGOs/NGOs: Besides the participation of some of them in the Advisory Committee, they are expected to intervene in national and/or regional activities

2. *Project coordination and participation at the National level*

Many of the activities foreseen in the project require active participation at the national level. Key elements in this, from an institutional point of view, are:

- C The appointment of National Coordinators by the MAP Focal Points. In response to a request from MAP many countries have already nominated National Coordinators (and National correspondents for SAP BIO). The National Coordinators are expected to coordinate the activities of the Inter-Ministerial Committees to be established at the national level.
- C The setting up of Inter-Ministerial Committees. These are foreseen to be set up during 2001. They are expected to coordinate actions and activities directed at the effective preparation of the National Action Plans, in the spirit of building a consensus at the national level.

It is foreseen that assistance will be given to the countries for a variety of activities at the national level, as mentioned in this document. The modalities for this assistance will vary according to the needs and the activity. It is foreseen that this assistance will be provided under appropriate Memorandums of Understanding (MoUs).

ANNEX

The preparation of National Action Plans and Programmes

a. The preparation of National Action Plans

The formulation of National Action Plans (NAPs) represents the operational long-term aim of the Strategic Action Programme, as the National Action Plans are expected to make use of the results of the individual activities identified in the SAP. According to the Programme, the Contracting Parties will develop or review and adopt, by the end of 2003 at the latest, National Action Plans (NAPs) addressing pollution from land based sources. This implies the adoption of the targets and activities identified in the SAP. Action towards the implementation of the NAPs is to be pursued *inter alia* through international cooperation. National Action Plans are foreseen to focus on sustainable, pragmatic and integrated environmental management approaches and processes, such as integrated coastal area management, harmonized, as appropriate, with river basin management and land-use plans. Towards this end the work planned under the sustainability of the SAP MED on the development of economic instruments and on their implementation at the national level will play a significant role, as will capacity building of national professionals in the use of these instruments.

Following the preparation of a national diagnostic analysis, to identify and assess national problems and issues, in 2001, sectoral programmes will start to be prepared containing the actions required to reach the respective regionally adopted targets. The programmes, to be prepared by small national working teams, will consist of actions necessary to fulfill the relevant provisions adopted on a regional level such as regional plans, guidelines, common measures, environmental quality criteria, emission/effluent limits, capacity building activities, etc. National experts, in consultation and with assistance from the MAP/GEF project, will, in 2002-2003, prepare, on the basis of the sectoral programmes, the National Action Plans. These are expected to be submitted to the national authorities for formal adoption. The Mediterranean GEF Project, foresees the provision of support to the national Inter-Ministerial Committees in the development and implementation of individual National Action Plans.

If needed, international experts will be recruited to assist in the preparation of the National Action Plans. In the countries where National Environmental Action Plans (NEAPs) have been adopted, the National Action Plans for LBS must be consistent with the NEAPs.

The general objective of a National Action Plan is, *to eliminate pollution deriving from land-based sources and activities, and, in particular, to phase out inputs of the substances that are toxic, persistent and liable to bioaccumulate, as listed in annex I to the LBS Protocol.*

The specific objectives of the National Action Plans are:

- The formulation of principles, approaches, measures, timetables and priorities for action;
- The preparation of a national priority list for intervention and investment ("investment portfolio");
- The analysis of expected baseline and additional actions needed to resolve each transboundary priority problem;

- The identification of potential roles for Non-Governmental Organizations in the preparation and implementation of the NAP.

The National Diagnostic Analysis to establish national priorities for action combines five elements:

- identification of the nature and severity of problems;
- identification of contaminants;
- identification of physical alterations and degradation of habitats;
- identification of sources of degradation;
- identification of areas (spatial) of concern;

In addition to the results of the National Diagnostic Analysis, national priorities for action will take into account national reports on "pollution hot spots and sensitive areas" as well as the provisions of the LBS Protocol. Priorities for action should specifically reflect:

- the relative importance of impacts upon food safety, public health, coastal and marine resources, the health of the ecosystem and socio-economic benefits, including cultural values; and
- the costs, benefits and feasibility of options for action, including the long-term cost of no action.

b. The preparation of sectoral programmes

Sectoral programmes will form the basis of the National Action Plans and will therefore be prepared for all the priority areas for action to control pollution from land based sources identified in the SAP. The preparation of a list of activities containing the actions required to reach the respective regionally adopted targets, will commence by 2002 and will be carried out by national experts in consultation with the MAP/GEF project.

A description is provided below of proposed activities related to a number of priority areas of particular relevance to the MED POL Programme:

i) The development of national programmes for the environmentally sound management of sewage.

National programmes for the environmentally sound management of sewage are expected to include the following activities, which have been specified in the SAP:

- The connection, by 2005, of all coastal cities and urban agglomerations of more than 100.000 inhabitants, to a sewer system as well as the disposal of sewage in conformity with a national regulation system
- The location of coastal outfalls so as to obtain or maintain agreed environmental and health quality criteria ;
- The promotion of primary, secondary and where appropriate and feasible tertiary treatment of municipal sewage ;
- The satisfactory operation and maintenance of sewage treatment facilities;

- The reuse of treated effluents for the conservation of water resources, accompanied by infrastructural measures, treatment at source and the segregation of industrial effluents, where required;
- The appropriate design of treatment plants and controls of the quality of effluent wastewaters in accordance with national regulations, for the beneficial reuses of sewage effluents and sludges;
- The environmentally sound treatment of combined domestic and compatible industrial effluents;
- The separate collection of rain water and municipal waste water and treatment of the first rain water considered particularly polluting ;
- The environmentally sound disposal and/or use (composting, landfilling etc.) of sewage sludge ;
- The prohibition of sludge discharge into water in the Protocol Area;

ii) The development of national programmes for the reduction at source and environmentally sound management of urban solid waste.

National programmes for the reduction at source and environmentally sound management of urban solid waste are expected to take into account the following targets specified in the SAP :

- The establishment, by 2005, of environmentally sound and economically feasible systems of collection and disposal of urban solid waste in cities and urban agglomerations of more than 100,000 inhabitants;
In relation to the implementation of this target of the SAP, the following could also be taken into consideration:
 - The creation of selective garbage collection systems;
 - The environmentally sound location of urban solid waste disposal sites;
- The promotion of urban solid waste reduction and recycling
- The implementation of national training programmes proposed to commence in 2002-2003, on effective waste reduction policies and on the environmentally sound management of urban solid waste, including options for recycling and environmentally sound elimination;

iii) The development of national programmes to control air pollution from mobile sources

Taking into consideration the regional policy to be developed on the promotion of measures to implement the Framework Convention on Climate Change (Kyoto Protocol), national authorities are expected to adopt, wherever feasible, measures to control emissions of carbon dioxide, e.g. through the promotion of energy conservation and energy efficiency. National programmes to control air pollution from mobile sources are expected to include the following activities, which have been specified in the SAP:

- Measures to promote and provide incentives for public transportation;
- Measures for the promotion of improved traffic management, giving priority to the use of public transport;
- Measures for the promotion of lead-free petrol, also containing low level aromatic hydrocarbons;

- Measures for the improved inspection and maintenance of vehicles and the replacement of old-technology vehicles through economic incentives;
- Measures to promote increased regional and domestic introduction of natural gas;
- Measures to promote the introduction of gaseous fuel or other alternative forms of energy to substitute diesel fuel in public transportation, particularly buses;
- Measures to support and encourage the participation of public transport services in the above activities;

iv) To prepare national programmes for the reduction and control of pollution by the heavy metals, mercury, cadmium and lead.

National programmes for the reduction and control of inputs of the heavy metals mercury, cadmium and lead are expected to include the following activities, which have been specified in the SAP:

- The adoption at the national level by 2005 at the latest and application of the common measures for preventing mercury pollution adopted by the Parties in 1987 (releases into the sea max. conc. 0.050 mg/l);
- The adoption at the national level by 2005 at the latest and application of the pollution prevention and control measures for cadmium and cadmium compounds adopted by the Parties in 1989 (releases into the sea max. conc. 0.2 mg/l);
- The adoption and application by 2005 at the latest in the industries of the alkaline chloride electrolysis sector, the maximum value of 0.5g of mercury in the water per tonne of chlorine production capacity (brine recirculation), 5g of mercury in the water per tonne (lost brine technology) and, 2g of mercury from total releases into water, air and products.

v) To prepare national programmes for the reduction and control of pollution by the following organohalogen compounds:

- Halogenated Aliphatic Hydrocarbons (chlorinated solvents, chlorinated paraffins)
- Halogenated Aromatic Hydrocarbons [Chlorobenzenes, polychlorinated naphthalenes, polybrominated diphenyl ethers (PBDEs) and polybrominated biphenyls (PBBs)]
- Chlorinated Phenolic compounds
- Organohalogenated pesticides

National programmes for the reduction and control of pollution by the above organohalogen compounds are expected to include the following activities which have been specified in the SAP:

- To adopt at the national level and apply by 2005 at the latest, the common measures for the control of pollution by organohalogen compounds adopted by the Parties;
- To reduce the use of short-chained chlorinated paraffins in accordance with the LBS Protocol and internationally agreed provisions for the safeguarding of the environment and human health;
- To regulate, by the year 2005 at the latest, releases of organochlorines by the paper and paper pulp industries by limiting discharges measured as AOX (adsorbable organic halogen) to 1 kg per ton of paper pulp produced and by reducing it further in

accordance with internationally agreed provisions, through the promotion of BEP and BAT and the promotion of alternative bleaching to the use of molecular chlorine;

- To reduce and control the manufacture of PBDEs and PBBs in accordance with the LBS Protocol and other regionally and internationally agreed provisions;
- To reduce and control the manufacture and use of certain pesticides, such as lindane, 2,4-D and 2,5-T herbicides, and tri- tetra- and penta- chlorophenols, used in the treatment of wood, in accordance with the LBS Protocol and other regionally and internationally agreed provisions for the safeguarding of the environment and human health.

vi) To develop national programmes for the environmentally sound management of wastewater and solid waste from industrial installations which are sources of BOD.

National programmes for the environmentally sound management of wastewater and solid waste from industrial installations are expected to include the following activities which have been specified in the SAP:

- The disposal of all waste water from industrial installations, which are sources of BOD, nutrients and suspended solids, located in areas of concern, in conformity with a national regulation system to be formulated and adopted by 2002;
- The location of coastal outfalls so as to obtain or maintain agreed environmental quality criteria;
- The promotion of primary, secondary and where appropriate and feasible tertiary treatment of BOD waste water discharged into rivers, estuaries and the sea;
- The sound operation and proper maintenance of facilities, to be promoted through the organisation of relevant training programmes;
- The implementation of measures for the reduction and beneficial use of waste-water or other measures appropriate to specific sites such as no-water and low-water solutions, to be facilitated through the organisation of relevant training programmes and/or workshops;
- The environmentally sound disposal and/or use (composting, landfilling etc.) of sludge and other wastes, to be facilitated through the organisation of relevant training programmes and/or workshops.

c. Additional activities to be included in the National Action Plans

The following activities which have been specified in the SAP and are considered as priority areas for action, are also expected to be taken into full account in the preparation of National Action Plans to control pollution from land based activities:

i) Updating and adopting of national regulations on sewage discharges to the sea and rivers

National regulations on sewage discharges into the sea and rivers are expected to be updated taking into account the provisions of the LBS Protocol, particularly Annex II and, where appropriate, the common measures on sewage discharges into the sea and rivers already adopted by the Contracting Parties. Regional guidelines for sewage treatment and disposal, environmental quality criteria and standards will assist Mediterranean countries to establish national legislation according to existing conditions. The work on the process for updating the regulations will start in the period 2001-2002. Parties requiring assistance in the

formulation of updated regulations, will be eligible for expert legal and/or technical assistance to be provided through the project.

ii) Establishing a system of previous authorization by competent national authorities for works which cause physical alterations of the natural state of the coastline or the degradation of coastal habitats

The preparation of national regulations will be initiated in the biennium 2001-2002, for the establishment of a system of previous authorisation by competent national authorities for projects having a potential impact on the natural state of the coastline or on coastal habitats.

iii) Phasing out the use of the nine pesticides, except for those for which WHO recommendations related to the safeguarding of human life suggest otherwise

A report on the implementation of this activity according to the requirements of the SAP will be prepared and submitted, through the Secretariat, to the Contracting Parties. Requests by the Parties may be made for expert legal and/or technical assistance from the project in the timely implementation of this action.

iv) Prohibiting the manufacture, trade and new uses of PCBs

A report on the adoption of national regulation prohibiting the manufacture, trade and new uses of PCBs according to the requirements of the SAP will be prepared and submitted, through the Secretariat, to the Contracting Parties. Requests by the Parties may be made for expert technical and/or legal assistance from the project in the timely implementation of this action.