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MEDITERRANEAN ACTION PLAN

Consultation meeting to review the operational
aspects of the Mediterranean GEF Project

Athens, 14-15 September 1998

**PROPOSED OPERATIONAL ASPECTS OF THE
MEDITERRANEAN GEF PROJECT**

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Introduction and Background

1. During the PDF-B phase of a 1996-1997 GEF project, a Strategic Action Plan (SAP) addressing land-based activities was developed and adopted by the Mediterranean governments. Following a request by the countries, a new GEF project, the brief of which (attached as Annex I) was approved in New Delhi (April 1998), is being developed to determine the priority actions for the further elaboration and implementation of the SAP MED in the framework of MAP. The project will include inter alia preparatory actions leading to the adoption and implementation of regional guidelines; pre-investment studies in regionally prioritized hot spots; prioritization of sensitive areas for investment; development and implementation of economic instruments for the sustainability of SAP MED; development of a costed and targeted SAP for biodiversity; and development and implementation of national action plans.

2. Execution of these activities will be undertaken by the relevant national authorities in close collaboration with the Coordinating Unit for the Mediterranean Action Plan, its programmes and its Regional Activity Centres as well as with specialized international organizations and programmes such as WHO, FAO, METAP and its partners and NGOs.

3. France, through its own GEF programme (FFEM), has already indicated its willingness to participate as donor in the project especially in the pre-investment studies for pollution hot spots. It is expected that it will also contribute to the development and implementation of economic instruments as well as to the river pollution monitoring activities and the training programme.

4. GEF non-recipient countries that are party to the Barcelona Convention and have endorsed SAP MED 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 MAP funds allocated to the project.

Summary of Implementation

5. The table in Annex II presents the activities as well as the summary of the responsibilities of the various actors. The PDF-B phase will be completed with the finalization of the project document. USD 44,000 are carried forward to the appraisal phase to be used for a donors consultation.

6. The project brief includes 33 major activities grouped into 9 components. Under the first component which is the establishment and coordination of the project, MAP/MEDU prepared the job description for the project manager and cleared it by the UNEP/GEF Office. It is now being sent for classification and consequent advertisement of the post so that the project manager may be appointed as soon as the project document is approved.

7. The analysis and evaluation of the 103 pollution hot spots and 51 pollution sensitive areas identified in the countries during the PDF-B phase, as well as the development of criteria and methodology for their prioritization will be undertaken by WHO/MAP-MEDPOL. Additional information will be collected for the hot spots and sensitive areas in order to obtain a more complete picture of the situation.

8. Prioritization of hot spots and sensitive areas will be based on scientific criteria developed by experts and agreed upon by the countries. A meeting of experts will be held to propose the criteria and the methodology to be used for the prioritization of pollution hot spots and sensitive areas to be subsequently approved government representatives. On the basis of the approved criteria, international and national experts, in collaboration with national authorities, will prepare the final priority list of hot spots and sensitive areas, on a national basis.

On the basis of the country prioritizations, a regional prioritization will be prepared which will be presented to the countries for approval.

9. The selection of hot spots for pre-investment studies and of sensitive areas for investment purposes will be made by an *adhoc* technical committee composed of UNEP/MAP/MED POL and WHO/MAP/MEDPOL, METAP and its partners, GEF and FFEM in consultation with the countries (see Annex III). This committee will take into consideration the priority lists prepared as well as national socio-economic criteria. The committee will also be responsible for approving the requirements of a pre-investment study and for estimating their cost.
10. The pre-investment studies will be undertaken under the responsibility of the governments themselves and with the guidance of the *adhoc* technical committee mentioned above. The above committee will be responsible for the coordination of the implementation of the pre-investment studies and METAP will follow up technically the implementation of the pre-investment studies (see Annex IV).
11. MAP's Regional Activity Centre for Specially Protected Areas will coordinate the preparation of the Strategic Action Programme for Biodiversity. The SAP is expected to analyse the issues of concern and identify actions that need to be taken. Investment portfolio will be prepared for priority actions that need financing. Issues to be addressed include the relationship between pollution (including enhanced nutrient inputs) primary production and biodiversity; introduction of non-indigenous or genetically-modified species; protection and conservation of species; protection and management of marine habitats/ecosystems of conservation interest; areas of concern (critical habitats and ecosystems); management of marine and coastal protected areas; impact of fishing and aquaculture activities on marine biodiversity (except target species); inventories; national strategies/plans for the conservation and sustainable use of marine biological diversity.
12. A meeting was held in Rome on 6 July 1998 between MAP, SPA/RAC, FAO. It was decided that FAO will participate in the preparation of the SAP especially for issues which fall within their competence such as the impact of fishing and aquaculture activities on biodiversity. They will provide input for other issues for which they have experience. IUCN and WWF will also participate but their role is not yet identified. It is expected that an advisory committee will be created by SPA/RAC which will involve these Agencies and other NGOs.
13. Activities under sustainability of SAP MED 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. Experts from the World Bank, PAF/RAC, FFEM and national institutions are expected to propose economic instruments which will be implemented in the countries. It is expected that national experts will be trained to implement these instruments in the countries. Baseline pilot studies for testing their application may be initiated.
14. The activities on public participation will be coordinated by MAP. A regional programme will be developed on public participation which will inform the general public on the state of the environment and on the measures taken in the framework of the implementation of SAP MED. NGOs will also be given a role in this activity.
15. The preparation of the regional guidelines (nine) and plans (eight) will be entrusted to consultants under the supervision of the relevant executing partners. The guidelines and the plans are expected to establish the administrative, legal and technical basis for the implementation of SAP MED. The first draft will be circulated to government and other experts for comments. Consultations will be convened as required to finalise the documents prior to

their submission to the meetings of the Contracting Parties for adoption. Some of these activities (for example the establishment of pollution monitoring programmes) will be coordinated closely with MED POL funded activities.

16. Capacity building includes the preparation and implementation of seven regional training programmes. This activity aims at improving the competence of the national administrative and technical experts in the implementation of SAP MED. In particular, the training course on the operation and maintenance of waste water treatment plants will be designed for waste water treatment plant managers while the one on pollution monitoring and inspection is intended for environmental inspectors.

17. One of the aims of the programme is to develop national action plans which should consider all the components of SAP MED. It is envisaged that assistance will be provided to countries to enable them develop and implement these plans. One of the pre-conditions is the creation of inter-ministerial committees in the countries.

ANNEX I

PROJECT BRIEF1. Identifiers

Project Number:	<i>[Implementing Agency Project Number not yet assigned]</i>
Project Title:	Determination of priority actions for the further elaboration and implementation of the Strategic Action Programme for the Mediterranean Sea.
GEF Implementing Agency:	United Nations Environment Programme (UNEP)
Executing Agencies:	Secretariat for the Barcelona Convention Co-ordinating Unit for the Mediterranean Action Plan (MEDU-MAP) and its associated Regional Activity Centres (RACs): Cleaner Production (CP RAC); Specially Protected Areas (SPA RAC); Priority Actions Programme (PAP RAC) and other regional entities as appropriate. Food & Agriculture Organisation of the United Nations (FAO) General Fisheries Council of the Mediterranean (GFCM) World Health Organisation (WHO)
Requesting Countries:	Regional: Mediterranean (12 countries): Albania, Algeria, Bosnia and Herzegovina, Croatia, Egypt, Lebanon, Libya, Morocco, Slovenia, Syria, Tunisia, and Turkey ¹ .
Eligibility:	The countries are eligible under paragraph 9(b) of the GEF Instrument. The SAP MED is consistent with the relevant provisions of regional and global Conventions relating to International Waters and was developed within the Framework of the Barcelona Convention ² .
GEF Focal Areas:	International Waters with relevance to Biological Diversity
GEF Programming Framework:	Waterbody-based Operational Program # 8

2. Summary:

The Strategic Action Programme to Address Pollution from Land-Based Activities in the Mediterranean Region (SAP MED) provides a broad framework and timetable for the implementation of mechanisms and measures that will lead to the protection of the marine environment, including its biological resources and diversity, from the effects of harmful land-based activities. The present project includes preparatory actions leading to the adoption and implementation of regional guidelines and plans; investment in the elimination of regionally prioritised pollution hot spots; development and implementation of management plans for selected sensitive areas; development of a costed and targeted, strategic action plan for biodiversity; enhancement of public participation and institutional capacity in the region; development and implementation of economic instruments for the sustainable implementation of the SAP MED; and development and implementation of National Action Plans (NAPs) for the implementation of the SAP MED.

¹ Cyprus, France, Greece, Israel, Italy, Malta, Monaco, and Spain, are all GEF non-recipient countries which together with the European Union have endorsed the SAP MED through the 10th meeting of Contracting Parties to the Barcelona Convention held in Tunis, November 1997.

National activities undertaken by these countries in support of the SAP MED will be listed as Associated Financing in the project document.

² The Barcelona Convention has been ratified by 20 Mediterranean countries and the European Union.

3. Costs and Financing (Million US \$)

GEF:	Project	:	5.950
	PDF	:	0.340
	Subtotal GEF	:	6.290
Co-financing:	MAP-MEDU in cash	:	0.920
	MAP-MEDU/UNEP in kind	:	0.225
	Governments in cash & kind	:	3.040
	FAO in kind	:	t.b.d.
Total Project Cost:		:	10.475

4. Associated Financing (Million US \$)

MAP	:	12.800
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5. Operational Focal Point Endorsement(s)

The draft document was despatched to GEF Operational Focal Points and in their absence to GEF Political Focal Points between 19 and 23 December 1997. As of 26th January endorsements had been received from all countries (see Annex VIII)

6. IA Contact:

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PROJECT DESCRIPTION

1. Background and Context (Baseline course of action)

Background

- 1.1 The Mediterranean semi-enclosed sea occupies a major portion of the total basin area, with large rivers such as the Ebro, Rhone, Po and Nile draining to it. The Mediterranean Sea is itself divided into sub-basins and semi-enclosed areas such as the Adriatic, the physical and geographical features of which determine the relative importance of land-based activities in the degradation of marine and coastal waters on a sub-regional basis.
- 1.2 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 nonindigenous species; and excessive exploitation of living and nonliving resources"* as the four major global environmental concerns relating to international waters that will be addressed by the GEF. The present proposal 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"*.
- 1.3 As a result of international efforts to protect the Mediterranean Sea, twenty Mediterranean countries and the European Union are Contracting Parties to the Convention for the Protection of the Mediterranean Sea against Pollution (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)¹. UNEP, through the Co-ordinating Unit for the Mediterranean Action Plan has served as the Secretariat to the Action Plan and the Convention since their adoption. The Contracting Parties to the Barcelona Convention in partnership with UNEP have therefore extensive experience in regional co-operation at both the operational and policy levels in the Mediterranean region, thus providing a sound basis on which to undertake the activities presented in this Project Brief. The present proposal aims to build on past experience in the region including the data and information collected during the last twenty years.
- 1.4 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 Analysis² prepared with a GEF Project Development Facility Grant suggest 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.

¹ The Barcelona Convention adopted in 1976, entered into force in 1978, and was amended in 1995 by the Conference of Plenipotentiaries. The LBS Protocol adopted in 1980, entered into force in 1983, and amended in 1996 by the Conference of Plenipotentiaries. The Mediterranean Action Plan was adopted in 1975 and revised in 1995 by the Conference of Plenipotentiaries.

² The Tenth Ordinary Meeting of the Contracting Parties authorised the Secretariat to revise the TDA prior to its release to a wider public.

- 1.5 Due to financial and temporal constraints it was not possible during the PDF-B phase to develop and adopt an holistic Strategic Action Programme (SAP) for the Mediterranean encompassing all environmental issues as envisaged in the GEF Operational Strategy. Given the priority accorded by governments to the issues of land-based activities and their impacts in the Marine Environment a more restricted SAP addressing Land Based Activities has been developed and adopted by the governments. Preparatory actions relating to biodiversity have been undertaken and in the light of the expected entry into force during the course of 1998, of the recently revised Protocol on Specially Protected Areas and Biodiversity it is proposed to extend these preparatory activities and complete a more holistic strategic approach through the development and adoption of a SAP for Biodiversity.
- 1.6 Through their endorsement of the LBS Protocol and the Protocol on Specially Protected Areas and Biodiversity, the riparian countries of the Mediterranean have demonstrated a desire to address the environmental problems of the Mediterranean Sea through a concerted and co-ordinated programme of action. The Strategic Action Programme to Address Pollution from Land-Based Activities in the Mediterranean Region (SAP MED), developed during the PDF phase, and adopted during a meeting of Contracting Parties to the Barcelona Convention held in Tunis, November 1997, will assist countries in meeting their obligations under Article 5 of the LBS Protocol that states:

"The Contracting Parties to the LBS Protocol undertake to eliminate pollution deriving from land-based sources and activities and to this end, they shall elaborate and implement, individually or jointly, as appropriate, national and regional action plans and programmes, containing measures and timetables for their implementation."

Context (Baseline course of action)

- 1.7 The initial focus of action under the Mediterranean Action Plan was on assessment and later control of marine pollution, an obvious subject of high priority requiring harmonised regional and national policies and strategies. Experience showed however that protection of the Mediterranean is inseparably linked with social and economic development. The focus of the action plan has therefore gradually shifted from a sectorial approach to pollution control towards its inclusion in the framework of integrated coastal zone planning and management.
- 1.8 As a natural development resulting from this gradual shift from assessment of problems towards their solution the need for a costed and targeted programme of actions became apparent. The SAP MED was therefore prepared through a GEF PDF-B grant to provide a targeted and costed framework for action at national and regional levels to address pollution from land-based activities. This represents one component of the holistic approach advocated by the GEF Council in the adoption of a broad based Strategic Action Programme addressing all environmental issues and concerns relating to a single shared waterbody.
- 1.9 The SAP MED is based on the preliminary findings of the regionally prepared draft Transboundary Diagnostic Analysis (TDA MED) that represents a regional synthesis of issues and problems surrounding the protection of the Mediterranean marine environment from land-based activities. As outlined in the PDF-B document the SAP MED will enable countries to meet agreed objectives: *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 national programmes of action for the protection of the marine environment from land-based activities.*

1.10 A key component of the SAP MED is the identification of elements for the formulation of national action plans, consistent and co-ordinated with regional strategies and guidelines. The central framework of the SAP MED involves the strengthening of regional co-operative arrangements for the development and implementation of pragmatic and comprehensive management approaches to mitigate and remedy land-based sources of degradation of the coastal and marine environment. The SAP MED identifies those areas requiring national intervention and distinguishes them from those requiring joint regional action.

1.11 In view of the unequal starting point and of the different levels of socio-economic development, progress at the national level has not been homogeneous. However, the Mediterranean countries have all created competent institutions charged with protection of the environment, often at a very high political level, and have adopted legislative measures and regulations. The present proposal seeks not only to strengthen such national institutions in recipient countries but to provide a National Action Plan that is consistent with both the regional agreements outlined above and individual national sustainable development policies and programmes.

1.12 The Contracting Parties to the Mediterranean Action Plan adopted, at their Tenth Ordinary Meeting (Tunis, November 1997) a 1998-1999 biennial work programme and budget of 12.8 million US \$ for MAP with the following main objectives:

- to secure the entry into force of the new legal provisions and MED POL Phase III (to focus on activities aiming at pollution control);
- to develop the activities of the Mediterranean Commission on Sustainable Development;
- strengthen international co-operation in the Mediterranean, in particular within the framework of Euro-Mediterranean co-operation;
- to implement at national and local levels the policies of environmental protection and sustainable development defined on a regional scale; and
- develop information on the state of the environment in the Mediterranean region and the policies pursued for its improvement.

The activities in this proposal have been designed to complement and build upon these baseline activities of the MAP.

1.13 In the implementation of the Mediterranean Action Plan during the 1998-1999 biennium high priority is accorded to actions designed to:

- implement the MAP legal instruments, and provide assistance to countries in the implementation of those instruments, in particular the Land-Based Sources and Specially Protected Areas Protocols; and
- fully implement the Global Programme of Action for the Protection of the Marine Environment from Land-Based Activities, through the implementation of the SAP MED and the development of National Programmes of Action as envisaged in the amended LBS Protocol and the SAP MED.

1.14 The Mediterranean Environmental Technical Assistance Programme (METAP) launched at the end of the 80's through an agreement between the World Bank, the United Nations Development Programme, the European Commission and the European Investment Bank is now in its third phase of implementation (1996-2000). Reduction of pollution hotspots and capacity building in environmental management are the main elements that link this programme with the Mediterranean Action Plan. In order to create the necessary synergy a co-operation plan will be prepared with METAP regarding collaboration in the implementation of activities relating to Hot Spots. In particular common targets will be identified especially in relation to the pre-investment studies foreseen in this project and the planned interventions of METAP based on the country portfolios.

2. Project Rationale, Objectives (Alternative)

Project Rationale

- 2.1 The present proposal addresses the transboundary environmental concerns of the Mediterranean Sea and as such contributes directly to the Waterbody-based Operational Programme of the GEF Operational Strategy, and to assisting countries in meeting their obligations under: the United Nations Convention on the Law of the Sea (Article 207³); the Convention on Biological Diversity (Annex I of Decision 11/10 of the Contracting Parties⁴); Agenda 21 (Chapter 17⁵); the Convention for the Protection of the Marine environment and the Coastal Region of the Mediterranean (Barcelona Convention); the Protocol for the Protection of the Mediterranean Sea against Pollution from Land-based Sources and Activities (LBS Protocol); the Protocol concerning Specially Protected Areas and Biological Diversity in the Mediterranean (SPA Protocol); and the Action Plan for the Protection of the Marine Environment and the Sustainable Development of the Coastal Areas of the Mediterranean (MAP).
- 2.2 Regional and subregional co-operation is crucial for the development and implementation of successful actions to protect the transboundary marine environment from land-based activities. Such international co-operation allows for more accurate identification and assessment of transboundary problems and more appropriate determination of priorities for joint action in particular areas, than does unco-ordinated, isolated national action. In addition, regional co-operation strengthens mechanisms and institutions at both regional and national level and offers an important avenue for harmonising and adjusting measures according to national, environmental, institutional and socio-economic circumstances.
- 2.3 The SAP MED provides a broad framework and timetable for the implementation of mechanisms and measures that will lead to the protection of the marine environment, including its biodiversity, from harmful land-based activities in particular through the development of an investment portfolio to address the most acute environmental problems resulting from land-based activities. Of the large number of activities contained in the SAP MED, this project will address a selection of the most urgent priorities of GEF Recipient countries, those that are likely to ensure the adoption of long term solutions to identified problems and those which are likely to be socially and environmentally sustainable. Priorities for intervention determined during this project will be based on the principle of maximising regional and global environmental benefits.

Project Objectives

- 2.4 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 co-operation 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.
- 2.5 The specific objectives of this project are to implement the following components of the SAP

³ Article 207 requires states to adopt laws and regulations to prevent, reduce and control pollution of the marine environment from land-based sources: to take measures as may be necessary to prevent, reduce and control such pollution: and to endeavour to harmonise their policies in this connection at the appropriate regional level.

⁴ Annex I of Decision 11/10 of this Convention specifically relates to land-based activities.

⁵ Chapter 17 identifies prevention, reduction and control of degradation of the marine environment from land-based activities as the main management related activity contributing to the goal of sustainable development of coastal and marine areas.

MED to address pollution from land-based sources, to:

- 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);
 - 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;
 - 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;
 - 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;
 - assist countries to prepare, adopt at the highest level, and implement, country specific National Action Plans based on the regionally prepared and adopted guidelines;
 - 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:
- finalise and adopt a comprehensive and holistic Transboundary Diagnostic Analysis; and,
 - 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.

2.6 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 achievement of targets and for activities 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.

2.7 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.

3. Project Activities/Components and Expected Results

Project Activities/Components

3.1 The proposed activities are based on the analysis of root causes (Annex IV), the contents of the Strategic Action Programme as endorsed by the 10th Ordinary Meeting of the Contracting Parties and technical reports on pollution “hot spots”, “critical habitats” and “sensitive areas” (areas of concern) taking into account the LBS Protocol, which in Annex I states:

“In preparing action plans, programmes and measures, the Parties, in accordance with the Global Programme of Action, will give priority to substances that are toxic, persistent and liable to bioaccumulate, in particular persistent organic pollutants (POPs), as well as to

wastewater treatment and management".

- 3.2 In general, priority actions for the prevention, reduction and elimination of pollution have been established taking into account four pollution-related factors:
- degradation of the marine environment;
 - perturbation of aquatic biological diversity;
 - land-based origin; and
 - transboundary nature (causes or effects).
- 3.3 The workplan and timetable is presented in Table 1, which indicates the activities for each quarter. There are 33 major activities proposed in this project, grouped into nine components:
- Establishment and co-ordination of the project;
 - Regional co-operative actions (preparation and adoption of 9 sets of regional guidelines; and preparation and adoption of 8 regional plans);
 - Hot spots;
 - Sensitive areas;
 - Preparation of a strategic action plan for biodiversity;
 - Sustainability of SAP MED;
 - Capacity building (7 training courses);
 - Public participation; and
 - National Action Plans (NAPs).
- 3.4 Activities under the *Establishment and Co-ordination of the Project* include the hiring of the project manager and support staff to be located in the MAP-MEDU Athens, and to function within the MAP structure; establishment of the Interagency Steering and Co-ordination Committees; convening of three meetings of the Interagency Steering Committee; two consultations with donors (one re-phased from the PDF-B phase); and regular reporting to GEF and to the Contracting Parties of the Barcelona Convention and the LBS Protocol. During the project appraisal phase extensive consultations will be undertaken with UNDP, the World Bank, METAP and other appropriate regional programmes to determine and agree upon the precise modalities for execution of this project and co-ordination of its activities with those of other regional programmes. Timely execution of this component should ensure smooth operation of project activities, regular contacts with recipient countries and GEF, consultations with potential donors, in particular regarding the pre-investment studies and Investment portfolio, and mandatory reporting of the results to participating governments.
- 3.5 The Interagency Steering Committee is vital to the success of inter agency collaboration particularly as a means of involving METAP and the World Bank in the envisaged development of investment opportunities. The Interagency Committee will be chaired by the lead Implementing Agency UNEP in accordance with the agreed procedures for GEF International Waters Projects, and will include representatives from the Implementing Agency GEF Co-ordination Offices the MEDU and other regional programmes as determined under 3.4 above. National Co-ordinators will be nominated by the recipient countries and will be expected to convene regular meetings of inter-ministry committees at the national level to oversee the planning and execution of national activities. National Co-ordinators from GEF eligible countries may be invited to participate in the meetings of the Interagency Steering Committee. In addition a Co-ordination Committee will be established, consisting of the nationally nominated co-ordinators for activities undertaken in the framework of this project.
- 3.6 Activities under the *Regional Co-operative Actions* include the preparation and adoption of nine sets of regional guidelines for:

- sewage treatment and disposal;
- disposal of urban solid waste;
- industrial wastewater treatment and disposal;
- application of BAT, BEP and clean technologies in industries;
- application of BAT and BEP in industrial installations which are sources of BOD, nutrients and suspended solids;
- application of BEP for the rational use of fertilisers and the reduction of losses of nutrients from agriculture;
- environmental inspection system;
- development of ecological status and stress reduction indicators; and
- river (including estuaries) pollution monitoring programme; and the preparation and adoption of eight regional plans concerning:
 - collection and disposal of all PCB waste;
 - reduction of input of BOD by 50% by 2007;
 - reduction by 20% by 2007 of the generation of hazardous waste from industrial installations;
 - management of hazardous waste;
 - regional inventory of quantities and uses of nine pesticides and PCBs, as well of industries which manufacture or condition them;
 - establishment of regional pollution monitoring, reporting, and data quality assurance programmes for rivers;
 - establishment of regional pollution monitoring, reporting, and data quality assurance programmes for the marine environment; and,
 - collection of information on levels, trends and loads of pollution reaching the Mediterranean.

3.7 Preparation and adoption of regional guidelines and plans will establish the administrative, legal and technical basis for the implementation of the SAP MED at the level of participating countries and will be based on data and information collected and assembled through the MED POL programme. Preparation and adoption of these plans and guidelines will be carried out in consultation with country representatives, relevant international organisations and with the assistance of experts. Periodic consultations will be convened as required to finalise the documents prior to their submission to meetings of the Contracting Parties for adoption. These activities will be closely co-ordinated with MAP funded activities on monitoring and reporting and data quality assurance.

3.8 Activities under *Hot Spots* include the preparation of an analysis of the main causes and impacts in the areas of the 103 hot spots identified during the SAP MED preparation and their transboundary and regional importance. Of these 103 hot spots 51 are located in GEF recipient countries. Criteria and methods for determining the regional and transboundary significance of these hot spots will be developed, priorities determined and a selection made of the most important from a regional perspective. Following regional and national agreement on the selection, pre-investment studies will be executed for those occurring in GEF eligible countries, leading to investment by countries and donors in the elimination or reduction of transboundary pollution from these hot spots.

3.9 This component is extremely important, if not the most important package of actions in the SAP MED that should lead directly to a reduction in pollution of the Mediterranean Sea. Activities will be carried-out in co-operation with relevant international organisations and international financial institutions. Regarding pre-investment studies (point 4.4 of the budget – Table 3) GEF funds will be used only in recipient countries. It is expected that donors will assist in the financing of the pre-investment studies (which should be carried-out by competent international

institutions) and in financing of relevant investments in the countries. Also, it is expected that countries will actively participate in, and cofinance the preparation of the pre-investment studies.

- 3.10 Activities under *Sensitive Areas* include the preparation of a detailed analysis of the major threats and an environmental audit of the 51 sensitive areas identified during the SAP MED preparation in order to determine their regional and global significance and likely risks from future development activities. Of the 51 sensitive areas 32 are located in GEF recipient countries. Criteria and methods for determining the regional and transboundary significance of these sensitive areas will be developed in order to identify priority areas in GEF eligible countries for investment in environmental protection and the preparation of comprehensive integrated management plans. Sensitive areas, at risk of becoming future pollution hot spots, require special attention from the international community and respective countries in order to prevent their future degradation.
- 3.11 Activities under Preparation of a **Strategic Action Plan for Biodiversity** include an analysis of: the relationships between pollution (including enhanced nutrient inputs), primary production and biodiversity; problems of non-indigenous species; the causes of human induced changes to populations and communities of organisms, in particular threatened species of global significance; the regional and global significance of sensitive areas and critical habitats; and preparation of a listing of areas of concern encompassing pollution hot spots, critical habitats for threatened and endangered species and sensitive areas threatened by future land-based activities including pollution. This Strategic Action Plan will be prepared to enable countries to fully implement the Protocol on Specially Protected Areas and Biodiversity. To ensure appropriate co-ordination of these activities with the actions of other regional bodies this component of the project will be executed by the Specially Protected Areas Regional Activity Centre of MAP in close collaboration with FAO and the General Fisheries Council of the Mediterranean (GFCM). Activities will be designed to enhance communication amongst the various stakeholders involved with living marine organisms and biodiversity in the Mediterranean Sea with a view to developing regionally agreed strategies for action. As appropriate joint technical meetings of the MAP and GFCM will be convened.
- 3.12 Activities under *Sustainability of SAP MED* 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 SAP MED at country level. These activities will be undertaken in close co-operation with country partners, relevant international organisations and institutions and appropriate regional experts.
- 3.13 Activities under *Capacity Building* include the preparation and implementation of seven 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 will be undertaken:
- environmental auditing and management;
 - environmental education;
 - pollution monitoring and inspection;
 - cleaner production techniques and practices;
 - operation and maintenance of waste water treatment plants;
 - river pollution monitoring; and
 - Integrated Coastal Zone Management.
- 3.14 Activities to be executed under **Public Participation** include the development and

implementation of a regional programme of public participation in the implementation of the SAP MED that will include provision of information to the general public on the state of the environment and the measures taken to improve it; facilitation of public access to activities for the protection and management of the environment; and identification of the potential role of NGOs in the implementation of the SAP MED.

Table 1. Workplan, Timetable and GEF disbursement schedule (in US \$ thousands) for the implementation of the components and activities.

ACTIVITIES	PDF PHASE						DURATION OF PROJECT 36 MONTHS											
	3	6	9	12	15	18	3	6	9	12	15	18	21	24	27	30	33	36
1. Pre-Project Preparatory Phase PDF																		
1.1 Steering Group meetings (2)																		
1.2 Expert Group meetings (2)																		
1.3 Contracting Parties meeting (Adoption of SAP MED)				60														
1.4 Preparation of SAP MED				10														
1.5 Preparation of draft TDA MED				47														
1.6 Preparation of Hot Spots Review				10														
1.7 Finalisation of Project Brief & Mfg. of GEF Co-ordinators				26														
2. Establishment and Co-ordination of the Project																		
2.1 Hiring of Project Manager/Co-ordinator and support staff																		
2.2 Preparation, translation, publication and distribution of documents and plans																		
2.3 Establishment of the Interagency Steering, & Co-ordination Committees																		
2.4 Meetings of Interagency Steering Committee																		
2.5 Donors Consultations																		
2.6 Reporting to GEF and Contracting Parties																		
3. Regional Co-operative Actions																		
3.1 Preparation and adoption of Regional Guidelines (MAP)																		
3.2 Preparation and adoption of Regional Plans (MAP)																		
4. Hot Spots																		
4.1 Prepare an analysis of 103 Hot Spots (51 in GEF recipient countries) their main causes and impact evaluation (WIO/MAP-MED POL)																		
4.2 Develop criteria and methodology for prioritising hot spots for pre-investment studies (WIO/MAP-MED POL)																		
4.3 Selection of priority hot spots for pre-investment studies (WIO/MAP-MED POL) ⁶																		
4.4 Pre-investment studies (MAP-MED POL & Government)																		
4.5 Investment by countries																		
5. Sensitive Areas																		
5.1 Prepare an analysis of the 51 sensitive areas (32 in GEF recipient countries) with main threats and environmental audit (WIO/MAP-MED POL)																		
5.2 Develop criteria and methodology for prioritising sensitive areas for investment in environmental protection (WIO/MAP-MED POL)																		
5.3 Selection of priority sensitive areas for investment in environmental protection and preparation of management plans (WIO/MAP-MED POL)																		
6. Development of a Strategic Action Plan for the management of biodiversity																		
6.1 Determination of priority actions for biodiversity and SAP preparation (MAP-SPA RAC/PAO/GFCM)																		
7. Sustainability of SAP MED																		
7.1 Development of economic instruments for sustainable implementation of the SAP MED (MAP-PAP RAC)																		

⁶ Rephased disbursement of PDF-B grant funds.
⁷ The bulk of the funds under this component will be transferred to nationally designated institutions in GEF eligible countries under a Memorandum of Understanding forming part of the final project document.
⁸ The bulk of the funds under this component will be transferred to nationally designated institutions in GEF eligible countries under a Memorandum of Understanding forming part of the final project document.

7.2 Adoption and implementation of economic instruments at the national level (MAP-PAP-RAC)	100	100	100
8. Capacity Building			
8.1 Regional training programmes			
9. Public Participation			
9.1 Development & implementation of a regional programme of public participation in the implementation of SAP MED (MAP)	20		
9.2 Identification of the potential role of NGOs in the implementation of SAP MED (MAP)	15		
9.3 Facilitation of public access to activities for the protection and management of the environment (MAP)	10		10
9.4 Provision of information to the general public on the state of the environment & measures taken to improve it (MAP)	15		15
10. National Action Plans (NAP) ⁹			
10.1 Assistance to countries in the development and implementation of NAP (MAP)	50	50	50
10.2 Assistance to countries in the implementation at national level of Regional Guidelines (point 3.1) (MAP)	100		50
10.3 Assistance to countries in the implementation at national level of Regional Plans (point 3.2) (MAP)	100		50
10.4 Assistance to countries in activities regarding Hot Spots (point 4) (MAP)	50		50
10.5 Assistance to countries in activities regarding Sensitive Areas (point 5) (MAP)	50		50
10.6 Assistance to countries in activities regarding living marine resources and biodiversity (point 6) (MAP)		80	70
10.7 Assistance to countries in activities regarding Sustainability of SAP MED (point 7) (MAP)	30		60
10.8 Capacity building in countries (point 8) (MAP)	70		60
10.9 Public participation in countries (point 9) (MAP)	50		50
Administrative Overheads	120		50
Evaluation Costs	10		120
Disbursement schedule of GEF funds	1,953	2,557	1,449
331			

⁹ The bulk of the funds under this component will be transferred to nationally designated institutions in GEF eligible countries under a Memorandum of Understanding forming part of the final project document.

- 3.15 Activities envisaged under *National Action Plans (NAPs)* include assistance to the inter-ministerial committees of the twelve recipient countries in the development and implementation of individual NAPs. Development of NAPs should include consideration of all the above-mentioned components of the SAP MED and SAP for Biodiversity and should be executed in close partnership with country authorities, international organisations, international institutions, and experts from the region..
- 3.16 Execution of these activities will be undertaken by the relevant national authorities in close collaboration with the regional entities established under the Barcelona Convention and Mediterranean Action Plan including the Mediterranean Co-ordinating Unit, MED POL and the Regional Activity Centres for Priority Actions Plan, Specially Protected Areas, and Cleaner Production. Specialised international organisations will be responsible for Co-ordinating the work undertaken in relation to components on hot spots and sensitive areas (WHO) and SAP for biodiversity (FAO) while the World Bank is expected to assist in the design and execution of the pre-investment studies.

Expected Results

3.17 Expected results of the project are:

- improved quality of the environment in the Mediterranean region;
- 9 regional guidelines for implementation of components of the SAP MED, published and adopted by the Contracting Parties that will be implemented at the national level;
- 8 regional plans for implementation of components of the SAP MED, published and adopted by the Contracting Parties that will be implemented at the national level;
- a revised Transboundary Diagnostic Analysis approved by the governments;
- Investment portfolio of selected pollution hot spots for which pre-investment studies will be conducted;
- management plans for selected sensitive areas;
- agreed actions for joint implementation by FAO, the GFCM and MAP;
- a strategic action plan for biodiversity in the Mediterranean, linked with and complementary to the SAP MED for land based activities;
- development and implementation of economic instruments which will assist governments in developing a sustainable financial basis for the long-term operation of the SAP MED;
- improved capacity of national administrators and technicians to deal with environmental problems and to enforce adopted legal instruments and regulations;
- development and implementation of National Action Plans for the implementation of SAP MED;
- agreed indicators for process, stress reduction and environmental status; and
- improved administrative, legal and technical basis for the implementation of the SAP MED and LBS Protocol.

4. Risks and Sustainability

- 4.1 A logical framework matrix is appended as Annex II to this document which outlines a number of the critical assumptions and associated risks inherent in this project. The adoption of the SAP MED by the 10th meeting of Contracting Parties to the Barcelona Convention would suggest that risks associated with government commitments to the implementation of this project are small. Nevertheless the possibility exists that at individual government level, other national priorities will result in the inability of some governments to invest in the required remedial actions where these involve substantial capital investment.
- 4.2 At a technical level it is assumed that regional guidelines and plans can be drafted and agreed by

technical experts from the region and that these will be approved by the Contracting Parties. Since such plans and guidelines are envisaged both within the framework of the LBS protocol and the SAP MED, governments have already endorsed the principle of their development hence the risk of non-delivery is small.

- 4.3 The issue of sustainability is more complex, at one level the existing activities of the Mediterranean Action Plan are fully self-sustaining relying as they do on government and other contributions to the Mediterranean Trust Fund and the Mediterranean Co-ordinating Unit has enjoyed continued support from the regional governments for more than twenty years. However activities fostered through the Mediterranean Action Plan are not financially self-sustaining at a national level where shortages of funds often prevent successful implementation of actions agreed regionally. Component 7 of this project seeks to explore mechanisms for making such actions self-financing at the national level through revenue generation and demonstration of the economic benefits of more integrated approaches to management.

5. Stakeholder Participation and Implementation Arrangements

- 5.1 The implementation of this project will take place through a network of executing agencies responsible for various components, operating according to a common timetable and workplan. The primary Executing Agency will be the Secretariat to the Barcelona Convention and its associated Mediterranean Co-ordinating Unit that will provide overall co-ordination. Some individual components will be operated through joint implementation agreements with the Food and Agriculture Organisation (component 6 – Preparation of a SAP for Biodiversity) and the World Health Organisation (component 3 – preparation of three regional guidelines; component 4 – hot spots; component 5 – Sensitive Areas; and component 8 – two training programmes) both of whom participated in the Preparatory Phase activities. Other regional organisations and programmes such as METAP and Euromed will be involved as appropriate.
- 5.2 In addition to the MAP-MEDU a network of six Regional Activity Centres have been established by participating governments, charged with particular responsibilities under the Action Plan. Of these centres the Cleaner Production Regional Activity Centre in Spain will take responsibility under the direction of MAP for the preparation of three regional guidelines, one regional plan and one regional training programme; the Specially Protected Areas Regional Activity Centre will in collaboration with the FAO and GFCM take responsibility for the development of the Biodiversity SAP (component 6); and the Priority Action Programmes Regional Activity Centre will be responsible for the implementation of the component on Sustainability of SAP MED (component 7) and preparation of one regional training programme (component 8).
- 5.3 The primary stakeholders in the execution of this project are the governments, although a role for regional and international NGOs such as IUCN is foreseen in the context of their effective participation in specific components of the overall programme. A Public Involvement Plan is appended as Annex V to this document. Governments will be directly involved in the regionally co-ordinated activities via the participation of government nominated experts in regional meetings convened under this project document. Where they are engaged, consultants will be drawn from the countries of the Mediterranean Basin and the periodic meetings of the Contracting Parties will have oversight of activities on a regular basis throughout the period of project execution.
- 5.4 In a broader context the entire coastal population of the Mediterranean Basin and the 100 million tourists visiting the Mediterranean annually may be seen as stakeholders that would benefit from an improvement in the environmental quality of the Mediterranean Sea and the coastal zone.

Whilst the resident populations in the environs of the hot spots and sensitive areas will be directly consulted during the pre-investment activities envisaged under this project.

6. Incremental Costs and Project Financing

- 6.1 Table 2 presents an incremental cost table based on the component costs presented in Table 3 and the discussion contained in Annex I. As noted in that Annex benefits under this project accrue at both regional (global) and national level. However given the nature of the proposed activities benefits may also be viewed as being of two distinct types. Those that result in direct environmental benefits within the life of the project (3 years) and those which provide longer term environmental benefits through enhancing the capacity of participating countries to manage their environment in a regionally harmonised manner.
- 6.2 The benefits of regional approaches are outlined in section two of this document, but adopting such an approach places an added financial burden on the countries concerned beyond those associated with achieving purely national environmental benefits. Through their ratification of the Barcelona Convention and its associated LBS protocol and through their adoption of the SAP MED, participating countries have recognised their obligations at a regional level hence there is a significant component of baseline financing *via* the participation of countries in the regionally co-ordinated activities proposed in this project document and *via* the commitment of Mediterranean Environment Trust Fund monies to the execution of components of the SAP MED that complement the existing MAP work programme (Annex VIII).

Table 2. Incremental Cost Analysis (US \$ thousands)

	Baseline	Alternative	Increment
Global & Regional Environmental Benefits			
	1,885	8,175	6,290
Component 1 PDF B	165	496	331
Component 2	165	734	569
Component 3	230	435	205
Component 4	560	2,800	2,240
Component 5	200	540	340
Component 6	90	600	510
Component 7	50	270	220
Component 8	140	140	0
Component 9	50	170	120
Component 10	210	1,560	1,350
Administrative overheads & evaluation costs	25	430	405
Domestic Benefits			
	2,300	2,300	0
Component 1 PDF B	0	0	0
Component 2	0	0	0
Component 3	0	0	0
Component 4	1,500	1,500	0
Component 5	0	0	0
Component 6	0	0	0
Component 7	100	100	0
Component 8	250	250	0
Component 9	0	0	0
Component 10	450	450	0
Administrative overheads & evaluation costs	0	0	0
Total Cost	4,185	10,475	6,290

6.3 Through their adoption of the biennial budget (1998-1999) for the MED POL programme and their agreement regarding financing of the SAP-MED the contracting parties have agreed to a regional baseline contribution during the biennium 1998-1999 of 840,000 US \$ in cash and 200,000 US \$ in kind to the present project. It is anticipated that this level of financing will continue to be provided during the third year of the project.

6.4 Table 3 presents the project budget and component financing by activity. The total cost of the project (including the PDF-B phase) is 10.475 million US \$ of which 3.04 million is the anticipated costs in cash and in-kind to participating countries and 1.12 million is the cost to the Mediterranean Trust Fund¹⁰ established by the Contracting Parties to the Barcelona Convention.

¹⁰ The budget of MAP is decided biennially, hence only the components for 1998 and 1999 can be guaranteed at this stage.

- 6.5 A significant proportion of the GEF funds (38%) are allocated to addressing hot spots resulting from land-based activities in the Mediterranean. The Strategic Action Programme, prepared under the PDF-B phase of this project identified 103 hot spots and 51 sensitive areas in the Mediterranean basin. Although these were prioritized in a preliminary manner a fuller analysis of the impacts and the extent to which these may be considered national and transboundary, is required prior to decisions concerning the appropriateness of committing GEF resources to their solution.

Table 3. Project budget and component financing (in US \$ thousands). Figures in Italics in the MAP column represent in-kind support from the MAP-MEDU, WHO, and participating Regional Activity Centres.

Activities	GEF	Cofinancing ¹¹		TOTAL
		Countries ¹²	MAP	
1. Pre-Project preparatory phase PDI				
1.1 Steering Group meetings (2)	14			14
1.2 Expert Group meetings (2)	74	90	10	174
1.3 Contracting Parties meeting (Adoption of SAP MED)				
1.4 Preparation of SAP MED	34		10	44
1.5 Preparation of draft TDA MED	113	20		133
1.6 Preparation of Hot Spots Review	56	10		66
1.7 Finalisation of Project Brief & document meeting MAP-GEF Co-ordinators	40		25	65
Subtotal	331¹²	120	45¹³	496
2. Establishment and Co-ordination of the Project				
2.1 Hiring of Project Manager and support staff (including travel)	400	0	40	40
2.2 Preparation, translation, publication and distribution of documents and plans	60	0	30	30
2.3 Establishment of the Interagency Steering Committee	0	0	0	0
2.4 Meetings of Interagency Steering & Co-ordination Committees (including National GEF Co-ordinators)	50	20	0	70
2.5 Donors Consultations	39	0	35	74
2.6 Reporting to GEF and Contracting Parties	20	0	10	30
Subtotal	569	20	145	734
3. Regional Co-operative Actions				
3.1 Preparation and adoption of Regional Guidelines (MAP-MEDU)	100	0	30	30
3.2 Preparation and adoption of Regional Plans (MAP-MEDU)	105	0	100	200
Subtotal	205	0	230	435
4. Hot Spots				
4.1 Prepare an analysis of 103 Hot Spots (51 in GEF recipient countries) with main causes and first impact evaluation (WHO/MAP-MED POL)	400	100	40	30
4.2 Develop criteria and methodology for prioritising hot spots for pre-investment studies (WHO/MAP-MED POL)	20	50	20	50
4.3 Selection of priority hot spots for pre-investment studies (WHO/MAP-MED POL)	20	50	20	90
4.4 Pre-investment studies (MAP-MED POL) & Governments	1,800	200	50	2,050
4.5 Investment by countries	0	1,500	0	1,500
Subtotal	2,240	1,900	160	4,300
5. Sensitive areas				
5.1 Prepare an analysis of the 51 sensitive areas (32 in GEF recipient countries) with main threats and environmental audit (WHO/MAP-MED POL)	300	50	70	70
5.2 Develop criteria and methodology for prioritising sensitive areas for investment in environmental protection (WHO/MAP-MED POL)	20	50	10	370
				80

¹¹ Estimated cash and in-kind contributions.

¹² US \$ 9K carried forward to the appraisal phase under item 2.5

¹³ US \$ 35K carried forward to the appraisal phase under item 2.5

5.3 Selection of priority sensitive areas for investment in environmental protection and preparation of management plans (WIO/MAP-MED POL)	20			10	80
Subtotal			50		
6. Development of a Strategic Action Plan for Biodiversity	340		150	50	540
6.1 Preparation of a SAP for biodiversity (MAP-SPA RAC/FAO/GFCM)				20	20
Subtotal	510		50	20	580 ¹⁴
7. Sustainability of SAP MED	510		50	40	600 ¹⁴
7.1 Development of economic instruments for sustainable implementation of the SAP MED (MAP-PAP RAC)				10	10
7.2 Adoption and Implementation of economic instruments at the national level (MAP-PAP RAC)	20			20	40
Subtotal	200		100	20	320
8. Capacity Building	220		100	50	370
8.1 Regional training programme				20	20
Subtotal	0		250	120	370
9. Public Participation	0		250	140	390
9.1 Development and implementation of a regional programme of public participation in the implementation of SAP MED (MAP)	40		0	10	10
9.2 Identification of the potential role of NGOs in the implementation of SAP MED (MAP)	30		0	10	40
9.3 Facilitation of public access to activities for the protection and management of the environment (MAP)	20		0	10	30
9.4 Provision of information to the general public on the state of the environment and the measures taken to improve it (MAP)	30		0	10	40
Subtotal	120		0	50	170
10. National Action Plans (NAPs)					
10.1 Assistance to countries in the development and implementation of NAP (MAP)	150		50	30	30
10.2 Assistance to countries in the implementation at national level of Regional Guidelines (point 3.1) (MAP)	150		50	20	220
10.3 Assistance to countries in the implementation at national level of Regional Plans (point 3.2) (MAP)	150		50	20	220
10.4 Assistance to countries in activities regarding Hot Spots (point 4) (MAP)	150		50	20	220
10.5 Assistance to countries in activities regarding Sensitive Areas (point 5) (MAP)	150		50	20	220
10.6 Assistance to countries in activities regarding national action plans for biodiversity (point 6) (MAP)	150		50	20	220
10.7 Assistance to countries in activities regarding Sustainability of SAP MED (point 7) (MAP)	150		50	20	220
10.8 Capacity building in countries (point 8) (MAP)	150		50	20	220
10.9 Public participation in countries (point 9) (MAP)	150		50	20	220
Subtotal	1350		450	210	2010
PROJECT TOTAL (including PDP-B grant)	5885		3040	1,120	10,045
Administrative Overheads			0	0	0
Evaluation Costs	55		0	2575	80
TOTAL COSTS	6,290		3040	1,145	10,475

WIO - World Health Organization; MAP - Mediterranean Action Plan; MAP-MED POL - Mediterranean Pollution Programme of MAP; MAP-CP RAC - Cleaner Production Regional Activity Centre of MAP; MAP-MEDIU - Co-ordinating Unit of MAP; FAO - Food and Agricultural Organization of the UN; MAP-SPA RAC - Specially Protected Areas Regional Activity Centre of MAP; MAP-PAP RAC - Priority Action Programme Regional Activity Centre of MAP

¹⁴ Additional funds will be provided through cofinancing from FAO.

¹⁵ UNEP headquarters in-kind contribution

6.6 The first phase of activities (Table 1) to address regional hot spots therefore involves the development of regionally acceptable criteria for the selection of priority hot spots and identification of related stress reduction and ecological status indicators. Priority hot spots of transboundary concern, once identified will be addressed through the conduct of full pre-investment studies concerning the costs and possible alternative actions required to alleviate these problems. Investment by the countries in such studies will occur only following this phase and only following a full analysis of baseline and incremental costs in each case. It is envisaged that the incremental component of the resultant national investment portfolios will be rather small, hence it is planned to actively engage the wider donor community in this analysis with a view to their subsequent support for actions designed to reduce pollution from land-based activities.

6.7 The second component that represents a significant proportion (23%) of the GEF resources involves the development of National Action Plans to implement the regional SAP MED in the GEF eligible countries. Such an investment is considered largely incremental since it involves the design of national standards that meet the regionally adopted criteria. In many instances such standards have greater regional than domestic benefit, particularly in open coastlines where land-based discharges are rapidly dispersed or transported beyond territorial waters.

7. Monitoring, Evaluation and Dissemination of Results

7.1 Monitoring of the progress in executing the components and activities will be undertaken *via* UNEP's normal procedures that require regular quarterly reports on substantive and financial matters. In addition the GEF Co-ordination Office in consultation with the Mediterranean Co-ordination Unit will develop process indicators during the initial phase of the project that will serve as evaluation benchmarks during project execution. The MAP will also develop stress reduction and environmental status indicators as integral components of activities within the project. The Interagency Steering Committee will review progress and advise the Project Manager and Executing Agencies on the overall progress and any necessary adjustments to the workplan and timetable that may arise through unforeseen contingencies. Regular reporting by the Project Manager and the Mediterranean Co-ordinating Unit will be undertaken to all meetings of the Contracting Parties to the Barcelona Convention and to the Bureau that meets between ordinary meetings of the Contracting Parties.

7.2 A terminal desk evaluation will be undertaken by UNEP as the lead Implementing Agency in accordance with internal agency procedures. In addition an independent evaluation will be commissioned during the final 6 months to provide a substantive evaluation of the project management, execution and outcomes.

7.3 Dissemination of results to the public will take place through various media including *inter alia* the quarterly newsletter of the Mediterranean Action Plan MedWaves, through the public participation plan to be developed during the project and through *ad hoc* press releases and conferences as required. Substantive results at the national level will be communicated to other national experts through periodic regional expert group meetings and through the documents presented to the meetings of the Contracting Parties. In addition it is intended to involve the National Co-ordinators in recipient countries in the periodic meetings of the Interagency Committee thereby enhancing information flow and strengthening country involvement in the regional components of the project.

List of Annexes

- Annex I Incremental costs and benefits of the Project "Determination of priority actions for the further elaboration and implementation of the Strategic Action Programme for the Mediterranean Sea"
- Annex II Logical Framework Matrix
- Annex III STAP Roster Expert Review
- Annex IV Root Cause Analysis for the Mediterranean Based on the Results of the Transboundary Diagnostic Analysis
- Annex V Public Involvement Plan Summary
- Annex VI Available Reference Documents
- Annex VII List of Country Endorsements
- Annex VIII The relationship between the 1998-1999 workplan of MAP and the present project.

Incremental costs and benefits of the Project
“Determination of priority actions for the further elaboration and implementation of the Strategic Action Programme for the Mediterranean Sea”

Background

The GEF Incremental Costs analysis requires a consideration of baseline and incremental costs associated with achieving ‘domestic’ and global environmental benefits (see Table 2). The regional scope of the present proposal presents methodological difficulties in assessing the baseline and incremental costs of the project which are normally calculated in a purely national context. In the present case the benefits resulting from this project are seen as accruing at global, regional and national scales.

National & Regional Benefits

National benefits resulting from this activity are of two distinct types: those that relate to improvement in the condition of the environment under national jurisdiction and those that relate to improvement in the national capacity to manage and control adverse environmental impacts. Regional benefits resulting from this activity are also of two distinct types: those relating to the abatement or mitigation of transboundary environmental impacts occurring either in the ‘global commons’ or that are of a transboundary nature and those that result from adoption of a harmonised regional approach to action. This duality of benefits at both levels reflects the nature of the project that includes activities designed to harmonise national actions on a regional basis and actions designed to concretely address hot spots of land based pollution and sensitive areas that have been identified as being of regional concern and/or importance.

Whilst an individual country could be expected to pay as part of the baseline, for actions designed to improve the conditions of its marine and coastal environment such actions in many cases are inadequate when considered in a wider regional context. Although the majority of impacts of land-based activities occur within the territorial waters of the countries generating the contaminant or pollutant, the national incentive to reduce pollution is conditioned by the time taken to remove or flush the contaminant or pollutant from national to extra-national waters. The faster the flushing time the less the incentive for national action, and the greater the transboundary component.

It is important to recognise in this context that the Mediterranean littoral countries have not declared or agreed upon the delineation of Exclusive Economic Zones hence most of the Mediterranean sea surface falls within the ‘global commons’. For some littoral states territorial waters extend only some 6 miles from the coast.

It is important to state at the outset that no direct measurable environmental benefit will result from actions proposed during the three years of this project. It is anticipated that as a result of the activities proposed, pre-investment studies will be completed for around 15 ‘hot-spots’ of regional and transboundary importance that will enable countries to seek donor or loan support to actions directed towards remedial and mitigatory action, i.e. the project will lead to significant national investment. More importantly, the project as a whole will lead to a regionally agreed set of targets and management plans thus providing the framework for national action that will be implemented outside the framework of this project, but under the umbrella of the LBS Protocol of the Barcelona Convention.

National & Regional Actions

Through their ratification of the Barcelona Convention and its associated Land-Based Sources Protocol the riparian states of the Mediterranean have recognised their collective responsibilities at a regional level for the sound management of the Marine Environment. Over a twenty year period the governments, with the support of UNEP have financed various regional activities designed to facilitate the acceptance of common environmental goals, culminating in the recent adoption of the Strategic Action Programme to address Pollution from Land-Based Activities in the Mediterranean by the Contracting Parties at their 10th ordinary meeting in Tunis, November 1997. The recently signed Protocol on Specially Protected Areas and Biodiversity which is anticipated to enter into force in 1998 provides an internationally agreed legal basis on which to develop a strategic action programme for biodiversity.

This SAP MED, the development of which was funded during the PDF-B phase represents a significant departure from previous actions in that it recognises the obligations of states to contribute financially to the solution of common Mediterranean problems that are also of national concern. The preliminary estimates of addressing all components of the SAP MED between 1998 and the year 2007 are estimated at around 8 billion US \$. Section 11.6 of the SAP MED states:

"However, it is important to clearly state that most of the resources should be national and that it is the polluters, the consumers, the users and the governments which should provide the resources necessary for application of the Programme, knowing that the benefits obtained could be greater than the costs involved." [UNEP(OCA)/MED IG.11/9 p.65]

Baseline Actions

Section 2 of this document outlines the present baseline actions taken by states collectively regarding the implementation at regional level of actions designed to promote the further development and implementation of actions contained in the SAP MED.

The Mediterranean countries have been conducting a pollution assessment programme, MEDPOL, within the framework of the Mediterranean Action Plan (MAP) of the Barcelona Convention since 1976. The estimated cost of this assessment to the Mediterranean Trust Fund and the co-operating UN Agencies is US \$ 35 million. This cost does not include the contribution of the countries for implementing national monitoring programmes and research projects. The full cost of MEDPOL, including national and individual contributions, is estimated as US \$ 180 million¹⁶. A socio-economic study, designated the Blue Plan, has also been conducted within the framework of MAP and the Barcelona Convention. The estimated cost to the Mediterranean Trust Fund and the Government of France is US \$ 9 million for the 1978-1996 period. The corresponding costs of developing national scenarios elevate this figure to some US \$ 20 millions, which does not include the costs of socio-economic assessments conducted in the framework of the coastal area management plans and other activities of the Priority Areas Programme of the MAP. The entire budget for the 1998-99 biennium as approved by the 10th meeting of the Contracting Parties is US \$ 12.8 million encompassing actions not directly related to pollution but to all areas of action in the protection and sustainable management of the Mediterranean environment (see Annex VIII).

At a national level all contracting parties have sought over the last twenty years to strengthen their national capacity for sound and sustainable management of the marine and coastal environment of the Mediterranean. Following the past emphasis on assessment of problems and potential solutions

¹⁶ This figure includes equipment and training for developing country scientists: field sampling measurements and observations, laboratory analyses and experiments not envisaged in the framework of the present proposal. Consequently this figure cannot be considered in total as a baseline contribution.

the base of information and data required for management decisions regarding mitigatory and remedial actions is now extensive for many countries in the region. In some instances however GEF eligible countries have been unable to devote sufficient resources internally to developing such mechanisms and hence the stage of development varies widely from country to country. Assessing the national baseline for all 20 countries is therefore a task requiring more extensive analysis of current investment patterns than has been possible in the past twelve months. The national baseline investment in regional co-ordination of pollution related actions has been of the order of 7 million US \$ annually for all riparian states, this is additional to the true national baseline associated with national investment in management for national environmental benefit.

Incremental Actions

The present proposal adds significantly to this 'regional baseline' enabling the countries to accelerate the timeline for Implementation of the SAP MED. The question arises therefore as to whether or not the costs of the regional activities proposed in this project (Components 2, 3, 5, 6, 8, and 9 in full; and components 4 and 7 in part) represent additional baseline or truly incremental costs. In that these proposed regional components build on existing national and regional level actions both past and ongoing, they may be considered complementary and therefore from a GEF perspective entirely incremental.

Components 4 and 10 include actions at the national level and it is for these components that the largest national contributions in terms of co-financing are expected since these actions are anticipated to bring significant national benefits. However in the case of the pre-investment studies (Activity 4.4) the selection will be based on a combination of national and regional priorities and only those hot spots considered of regional significance will be funded for full pre-investment analysis from the GEF funds. Developing countries will be encouraged and assisted *via* donor consultations to seek alternative sources of funding for similar studies of hot spots considered of high national but low regional priority, and non-GEF eligible countries in the region will be encouraged to invest in remedial and mitigatory actions in the case of regionally significant hot spots occurring within their territorial waters.

The development of National Action Plans for the implementation of the SAP MED will involve significant co-financing from participating countries in terms of the commitment of inter-ministry teams to their development, and the required detailed analysis of current government investment and spending patterns. The financing of the development of such Action Plans for the twelve GEF eligible countries in the region is seen as a legitimate incremental cost in that they must be developed in such a manner as to conform to the regional requirements of the SAP MED.

LOGICAL FRAMEWORK MATRIX

PROJECT PLANNING MATRIX			CRITICAL ASSUMPTIONS AND RISKS
SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	
Overall Objectives Improved marine environmental quality of the Mediterranean	Reduced pollution load ¹⁷ Reduced inputs from land-based activities	Measurable reduction in land-based discharges, observed through national and regional monitoring	That governments will agree to invest the required baseline costs. This assumption presents a low risk given that the SAP MED is already endorsed by Contracting Parties outlining the anticipated costs
Outcomes			
Improved management of the Mediterranean marine and coastal environment at regional and national levels through the implementation of the SAP MED	Regional: Adoption by the Contracting Parties to the Barcelona Convention of the finalised Regional Transboundary Diagnostic Analysis (TDA MED) Endorsement by the Contracting Parties to the Barcelona Convention of the finalised Strategic Action Programme (SAP MED)	Meeting report of the Contracting Parties Meeting report of the 10th ordinary meeting of the Contracting Parties to the Barcelona Convention	Revised TDA MED will be accepted by the Contracting Parties. This assumption seems likely to be met since agreement was reached on the value of the TDA MED, and the need to revise certain sections This critical assumption of the PDF-B phase was met through adoption and endorsement of the SAP MED at the 10th meeting of Contracting Parties to the Barcelona Convention held in Tunis, November 1997
	National: Adoption by National Governments of NAPs that include transboundary and regional considerations	11 Nationally published NAPs	That governments will develop and adopt NAPs that include regional considerations in their assessment of national priorities for action. This assumption seems likely to be met given existing national commitments to regional action under MAP, the Barcelona Convention and its LIS Protocol The SAP MED includes an obligation on states to produce such plans That governments support more integrated approaches at national level to management of fisheries and environmental issues. This assumption presents a higher risk than those outlined above due to inherent sectorial approaches at the national level, the GFCM has directed FAO to co-operate with MAP thus reducing this risk It is assumed that governments will release appropriately qualified staff for purposes of training an assumption which is likely to be met since such training is envisaged under the endorsed SAP MED
Improved integration of fisheries and pollution management in the Mediterranean	Agreement on joint priorities for action between the GFCM and MAP and adoption by Contracting Parties to the Barcelona Convention and participant states in the GFCM of joint goals and objectives relating to fisheries and environment Numbers of individuals trained	Meeting Reports Periodic reports to the GIFF and Contracting Parties by the Project Coordinator on the execution of training activities	
Improved regional capacity for EIA, environmental auditing and management; operation and maintenance of wastewater treatment plants etc.			
Improved NGO and public participation	Endorsement of the NGO and Public participation plans by appropriate regional meetings	Meeting Reports and publications by the MEDU	Already major NGO's play a defined role in executing components of the Mediterranean Action Plan, hence it seems likely that the assumption of government agreement to such involvement will be met

¹⁷ The extent and nature of this reduction can only be determined following completion of the pre-investment studies.

LOGICAL FRAMEWORK MATRIX (Cont.)

Results		
Finalised Transboundary Diagnostic Analysis	Adoption of the TDA MED by the Contracting Parties to the Barcelona Convention	Publication of the TDA MED by MEDU Meeting Reports
Criteria for selection and adoption of priority listing of hot spots of regional significance	Endorsement of the criteria by regional expert meetings and adoption of the priority listing at national and regional level	Meeting Reports and publication of the criteria by MEDU
Criteria for selection and adoption of priority sensitive areas of regional and global significance that are at risk from land-based activities	Endorsement of the criteria by regional expert meetings and adoption of the priority listing at national and regional level	Meeting Reports and publication of the criteria by MEDU
8 sets of regional guidelines for: sewage treatment; disposal of urban solid waste; industrial wastewater; application of BAT BEP and clean technologies etc.	Adoption of the guidelines by appropriate expert group and Contracting Parties meetings	Meeting Reports and publication of the 8 sets of guidelines by the MEDU
8 regional plans for: collection and disposal of PCB wastes; reduction of HOD loading by 50% by 2007; reduction by 20% of hazardous waste by 2007 etc.	Adoption of the regional plans by appropriate expert group and Contracting Parties meetings	Meeting Reports and publication of the 8 regional plans by the MEDU
Jointly agreed actions relating to fisheries and environment	Adoption of priorities by the GFCM and Contracting Parties	Meeting Reports of MEDU and GFCM
Up to 11 National Action Plans for recipient countries	Adoption and approval of NAPs at country level	Publication of the plans in National Gazette & other official media

That the TDA MED can be finalised in a manner acceptable to the Governments. This assumption seems likely to be met since the concerns of governments have been registered and revision is envisaged in the next quarter

Governments will agree and adopt the priority listing at national and regional level. This assumption will likely be met since the TDA MED and SAP MED identify 103 hot spots of regional importance

Governments will agree and adopt the priority listing at national and regional level. This assumption will likely be met since the TDA MED and SAP MED identify 51 sensitive areas of regional importance

That guidelines can be drafted that are acceptable to national governments. This assumption is likely to be met since the development of such guidelines was agreed as a component of the SAP MED

That regional plans can be drafted that are acceptable to national governments. This assumption is likely to be met since the development of such regional plans was agreed as a component of the SAP MED

That joint discussion of priorities and agreement can be reached. As noted above this assumption presents a higher risk than the others given the sectorial approach to fisheries and environment at national government level, however the last meeting of the GFCM directed FAO to collaborate with the MEDU on these issues

That countries will develop and adopt NAPs in support of the SAP MED. This seems likely to occur since the SAP MED includes agreement on their development and framework elements for inclusion and the LBS protocol requires development of NAPs

LOGICAL FRAMEWORK MATRIX (Cont.)

Components/Activities		Meeting reports Donor Investment	That staff can be hired within three months of completion of the internal project document
<i>Establishment of the Management Framework</i> Hiring of staff Meetings of the Interagency Committee	Issuance of contracts Disbursement records		
<i>Regional Co-operative Actions</i> Preparation of 8 sets of regional guidelines Preparation of 8 regional plans	Availability of drafts & convening of expert meetings according to agreed workplan	Publication of regional guidelines & regional plans	That regional guidelines and plans will be prepared and adopted at regional level is an assumption likely to be met, since these activities were agreed as a component of the SAP MED
<i>Hot spots</i> Development of criteria & impact analysis Selection of priority hot spots Completion by countries of pre-investment studies of selected hot spots	Preparation of drafts and convening of regional expert and subsequent Contracting Parties meetings according to agreed workplan Adoption at national level of pre-investment studies	Publication of criteria and listing of selected priorities Meeting Reports Signed agreements	That countries will agree to select priority hot spots is an assumption likely to be met, since list of 103 hot spots was identified in the SAP MED That countries will agree to undertake pre-investment studies of selected hot spots. This seems likely to be met since countries were directly involved in identification of the initial 103 identified hot spots
<i>Sensitive areas</i> Development of criteria and analysis Selection of priority sensitive areas for investment and action	Preparation of drafts and convening of regional expert and subsequent Contracting Parties meetings according to agreed workplan	Publication of criteria and listing of selected areas having regional priority	That countries will agree to select priority sensitive areas is an assumption likely to be met, since list of 51 sensitive areas was identified in the SAP MED
<i>Fisheries and Environment</i> Detailed analysis of issues and joint resolution of priority areas for action	Preparation of draft analysis and convening of joint expert group meetings according to agreed workplan	Publication of Analysis and priority areas for joint action	It is assumed that GFCEM and MAP will work jointly on the implementation of this component
<i>Sustainability of SAP MED</i> Development of economic instruments to assist in sustainability of the SAP MED	Preparation of draft proposals and national level discussions according to agreed workplan Adoption of the economic instruments at regional and national level	Appropriate action at National level to implement the proposed actions	An assumption is that national governments will take action at a national level to implement the recommendations. The risk associated with this assumption cannot be evaluated since this will depend on other national development and investment priorities. However through careful integration of the regional priorities into national action plans it is hoped that this assumption will be met
<i>Capacity Building</i> Conduct 8 regional training courses	Disbursement records according to agreed workplan	Reports of training courses & numbers of individuals trained in implementation of SAP MED activities	It is assumed that governments will release individuals for training an assumption that has a high probability of being met
<i>Public Participation</i> Prepare and implement regional programme of action for the public participation in the implementation of the SAP MED <i>National Action Plans</i> Drafting of up to 11 National Action Plans	Identified role for NGO's in the execution of the SAP MED Preparation & dissemination of information and public awareness materials Preparation of drafts according to agreed workplan and timetable	Adoption of the regional programme by the Contracting Parties Publication and adoption of National Action Plans	It is assumed that countries will agree to the development and implementation of the regional plan of public participation, since this component was identified in the SAP MED It is assumed that countries will actively co-operate in the development of NAPs, since NAPs were identified as important activities in SAP MED and I.P.S Protocol

STAP ROSTER EXPERT REVIEW

*Ray C. Griffiths**Marine Scientific and Environmental Consultant*IMPLEMENTATION OF THE STRATEGIC ACTION PROGRAMME TO ADDRESS
POLLUTION FROM LAND-BASED ACTIVITIES IN THE MEDITERRANEAN REGION

Mr Griffiths states

Since the appraisal's main purpose is to draw attention to weaknesses in the proposal (to facilitate remedy) rather than to its strengths, the following observations are inevitably in a negative tone; however, overall, the project is worthwhile, and builds on the good long-term work of the Mediterranean Action Plan. Its financing through GEF is fully justified.

He identifies a series of Key issues which have been addressed in revising the project brief.

1. *Scientific and technical soundness of the project: In which he notes that nothing is stated about data quality assurance and the scientific difficulties of assessing pathways and sinks.* UNEP accepts these points and has amended the brief to accommodate the first issue raised. Regarding the difficulties of assessing pollutant sources, pathways and sinks UNEP acknowledges the difficulty of determining absolute values but comparative importance is a necessary pre-requisite for establishing the transboundary priority of hot spots and must be attempted.

2. *Overall objective: Mr Griffiths proposals regarding the rewording of the objectives have been addressed in the revision and UNEP notes that his comments in this regard were extremely helpful in improving the clarity of the draft. A number of the reviewers comments parallel those of the GEF Secretariat regarding the preparatory nature of the proposed actions and these have been fully addressed in this revision.*

Mr Griffiths further notes that:

- the project has value but also notes the difficulties associated with alternate modes of disposal of pollutants such as heavy metals;
- the project responds to the GEF objectives of sustainable development of land-based activities combined with protection of international waters by reduction of marine pollution and conservation of biodiversity;
- the collaboration achieved by UNEP since 1975 is remarkable, given that the region is one of considerable north-south, east-west, temperate-desertic, developed-developing, rich-poor, cultural and religious polarities and this project must exploit that advantage, he concludes that the regional institutional context is sound.
- a very important, indirect, benefit of the proposed project, in global environmental terms, if it is reasonably successful in achieving its objectives, would be the example it would set for other regions (e.g., Caribbean, south-east Asian seas, etc.) of the feasibility of regional co-ordination and co-action of the riparian states in managing regional, land-based sources of pollution and thus in protecting the regional marine environment.
- if the project enjoys full success, GEF's strategies and policies will have been justified, at least with respect to the Mediterranean region. Mr Griffiths notes the need for objective careful monitoring and evaluation a point that UNEP has noted and will accommodate in the elaboration of the full project document.

Mr Griffiths lists a number of secondary issues which have been addressed in the revised project

brief or which will be addressed during the finalisation of the full project document. These include: linkages to other focal areas; linkages to other programmes and action plans at regional and sub-regional levels: other beneficial or damaging environmental effects: degree of involvement of stakeholders in the project: capacity-building aspects: and innovativeness of the project.

STAP EXPERT APPRAISAL

Project title: IMPLEMENTATION OF THE STRATEGIC ACTION PROGRAMME TO ADDRESS POLLUTION FROM LAND-BASED ACTIVITIES IN THE MEDITERRANEAN REGION

The following appraisal is based on the Terms of Reference for Technical Review of Project Proposals provided by UNEP/GEF Co-ordination Office, International Waters Programme. Since the appraisal's main purpose is to draw attention to weaknesses in the proposal (to facilitate remedy) rather than to its strengths, the following observations are inevitably in a negative tone; however, overall, the project is worthwhile, and builds on the good long-term work of the Mediterranean Action Plan. Its financing through GEF is fully justified.

KEY ISSUES

1. **Scientific and technical soundness of the project:** Although the Contracting Parties decide what the standards of marine environmental "quality" to be set and achieved will be, based on the best available scientific and technical knowledge and understanding, nothing is said about how this quality will be monitored to ensure that it is being "sustained". The experience of the Mediterranean Action Plan and of other international organizations, world-wide, has shown that it is practically and technically difficult to monitor environmental quality (especially of water, sediments and organisms) on a regional basis. Careful, regular, and successful, intercalibration of analytical results is needed and is hard to ensure, even on a small regional basis.

Since the SAP MED is, essentially, a new phase of the pollution component of the Mediterranean Action Plan, though with an emphasis on pollution control, it will certainly exploit the experience gained under MAP, but the realities of assessing pollutant sources, pathways and sinks are formidable obstacles to the evaluation of the relationship between the source (site, quantities and discharge rates) on land, and the environmental quality of the coastal sea. Although there are provisions for the monitoring of rivers among the activities proposed, estuaries and deltas are not specifically mentioned, yet are usually the sites of drastic transformations between riverine loads and coastal-sea inputs, and should be given special attention.

2. **Identification of the global environmental benefits and/or drawbacks of the project:** To the extent that the project substantially improves the management, and reduction, of land-based sources of pollution, it will contribute to: creating a cleaner Atlantic Ocean; improving the air quality of the region, which would have appreciable health benefits for human beings and farm/domestic animals and plants (agricultural and forestry); it would also contribute to reducing the amount of "greenhouse" gases in the atmosphere, which would be felt outside the Mediterranean region. However, many of the elemental pollutants (notably, heavy metals), whatever the shared-management applied, still have to be disposed of; in other words, good sinks have to be found for them, and undisturbed sea-floor sediments are probably one of the best, whereas discharge of non-biological, contaminated waste into landfills may lead to leaching of some contaminants into the surrounding soil and/or water bodies, and incineration mainly discharges such pollutants into the atmosphere. Dilution in the sea is, up to a point (still not precisely known), another medium-term sink

3. **How the project fits within the context of the goals of GEF, as well as its operational strategies, programme priorities, GEF Council guidance and the provisions of the relevant conventions:** The project responds to the GEF objectives of sustainable development of land-based activities combined with protection of international waters by reduction of marine pollution and conservation of biodiversity.

The project is of an essentially structural/institutional/financial nature, so can be said generally to pursue GEF objectives. A reservation may be made, however: the project is said to fall within the GEF Waterbody-based Operational Programme, although the Project's aims are directed not only at the "commons" of the Mediterranean Sea (notably coastal water-quality enhancement and fisheries), but also, in practice, at the coastal zone and, indeed, the human activities (agriculture, industry, forestry, urban life etc.) in the hinterland of the Mediterranean region. However, for successful environmental management, the Mediterranean Sea must be treated as a whole, and the "national" elements should,

ideally, be totally subordinated to the regional requirements. This is not the case, either in practice or within the context of this project.

4. **Regional context:** The regional institutional context for this project was established in 1975, with the adoption of the Mediterranean Action Plan and then the Barcelona Convention, in 1976, followed by the Land-based Protocol, in 1980. However, a useful foundation had already been laid through the Co-operative Investigations in the Mediterranean of the Intergovernmental Oceanographic Commission of UNESCO, the Food and Agriculture of the United Nations' General Fisheries Council for the Mediterranean and the International Commission for the Scientific Exploration of the Mediterranean Sea, adopted in 1967 (lasting till the appearance of UNEP and the preparations for MAP, about 1973), although all three bodies remain active in the region.

The regional geographical context is based on the fact that the Mediterranean Sea is a semi-enclosed sea with some specific characteristics: the very high proportion of sea area to the area of its drainage basin, due mainly to: (1) on the northern side, in particular, in Turkey and in the south-western part, the strong development of mountain ranges with generally steep slopes into the sea, hence with relatively little "continental" shelf (to which most of the fisheries and offshore mining are confined, for technical, financial and biological reasons), and which goes a long way to explaining many of the features of the Mediterranean culture.

The regional cultural context is based on the fact that, on the northern and eastern side, in particular, populations were historically strongly tied to ports hemmed in on the coast by the mountains, leading to dependence on maritime trade, political independence, cultural diversity; and, on the southern and south-eastern side, a generally mountainless, desertic hinterland, also leading to a strong tendency for populations to prefer the coastal area and to concentrate at ports of call for Mediterranean coastal shipping and for north-south trade. This is therefore a region of considerable north-south, east-west, temperate-desertic, developed-developing, rich-poor, cultural and religious polarities. The collaboration achieved by UNEP since 1975 is therefore remarkable, and this project must exploit that advantage, but move forward from the present level of action.

5. **Replicability of the project (added value for the global environment beyond the project itself):** Success in reducing marine, and possibly atmospheric, pollution in the way proposed by this project would, as noted above, have a positive, even if modest, effect on the global marine environment in the central Atlantic region. Given the fact that UNEP Regional Seas Action Plans have been relatively successful in promoting regional international co-operation, this type of project, suitably adapted to local circumstances, could possibly achieve more, quicker. The learning curve in other regions, based on the Mediterranean experience, could be much steeper.

A very important, indirect, benefit of the proposed project, in global environmental terms, if it is reasonably successful in achieving its objectives, would be the example it would set for other regions (e.g., Caribbean, south-east Asian seas, etc.) of the feasibility of regional co-ordination and co-action of the riparian states in managing regional, land-based sources of pollution and thus in protecting the regional marine environment. Success in this region would be invaluable in this sense.

6. **Sustainability of the project:** Sustainability of the project is taken to mean the possibility of continuing the successful operation of the mechanisms established by the project to "improve the quality of the marine environment of the Mediterranean Region through better shared-management of land-based pollution". This is the project's overall objective.

The following comments are made on the Objectives with a view to assessing the likely strength of the link between their achievement and the sustainability of the results, hence of the project. This would go a long way to convincing the countries concerned to maintain the institutions responsible for the achievement, at all levels.

Overall objective: The title might be made more precise if the term "shared-management" were defined; I could find no such definition. Indeed, one of the strong stresses in the project proposal is the elaboration of National Action Plans. What is likely to be shared is information and experience, but this is not management. Nor, really, is co-ordinated regional action. The text might be usefully reworded to

"...through improved regional international co-operation in the management of land-based pollution." It is risky to assert also "that will result from the implementation of the SAP MED." [this project, in fact], so I suggest deletion of the phrase.

Although objectives are always valid in the eyes of those who set them, the question is is it worth GEF's time and money to pursue the above-mentioned overall objective? Probably, yes, if there is a reasonable chance of achieving it. However, the mechanism [Logical Framework Matrix] for the appraisal of this chance of success in the proposal seems somewhat optimistic: the adoption by the Contracting Parties of a particular study (e.g., TDA) or the endorsement of the SAP or the preparation of NPAs etc., even if "objectively verifiable", is by no means a guarantee of achieving the desired outcome, let alone sustainability. Few international conventions produce more than a moderate success "on the ground", and often only after a long period of evolution of social, commercial and governmental attitudes.

It will be necessary not only to develop the [8] regional guidelines and [8] regional plans proposed, but to ensure that they are followed and carried out, respectively, if the project's sustainability is to be ensured.

First specific objective: This objective is not adequately focussed. Five "concepts" have to be formulated and adopted: principles, approaches, measures, timetables and priorities. And these for each major land-based source of pollution. None of these actually entails action to control or reduce pollution, only the preparation for it. On the other hand, the relevant substantive project activities (actions?), embodied in paragraphs 3.6, 3.8 and 3.10 seem more specific and more restricted than what is suggested by the first specific objective. If, as a result (of this project), each source is dealt with and controlled, no more such sources should arise, so sustainability would not be an issue.

Second specific objective: This is more precise, but, if completion means "most of the work has still to be done", the detailed analysis of 103 hot spots is a tall order in itself. But here too, none should remain if the objectives of the project are realized, so, again, sustainability would not be an issue.

Third specific objective: This also is not very precise, in the absence of a definition of "baseline and additional actions needed".

Fourth specific objective: This is also "iterative"; e.g., "prepare and adopt guidelines for the preparation of NAPs", whereas, in section 3.16, the "Activities envisaged.....include assistance.....in the development and implementation [does this mean only "getting set up" or "actual execution"?] of individual NAPs...".

Fifth specific objective: This, however, is to "prepare and adoptNational Action Plans for each recipient country";, so I strongly suggest that the fourth specific objective be simply combined with the fifth, the real specific objective. The obvious follow-up will be to keep NPAs under review and to update them periodically, and would be essential to ensure project sustainability.

Sixth specific objective: This also is not very precise; why "potential" roles rather than real ones, for the [relevant] NGOs? And how can their effective participation be ensured in advance? The pursuit of this objective beyond the project would also probably be necessary to ensure sustainability.

7. **Extent to which the project will contribute to the improved definition and implementation of GEF's strategies and policies:** If the project enjoys full success, GEF's strategies and policies will have been justified, at least with respect to the Mediterranean region. Until we know those results, little can be said in response to this term of reference. If, as is likely and not unreasonable, the project results do not match up to the high hopes placed in them initially, a thorough review of the project (from the standpoints of national development in the field of pollution control and management, regional co-operation and co-ordination of objectives and actions, pre-investment studies and consequent investment, sustainability of financing of pollution control mechanisms at national and regional levels, and so on) will be necessary to determine the project's contribution in the sense of this term of reference. Although provision is made within the project for such an evaluation, it will be, at best, only placed on an equal footing with UNEP's internal evaluation. However, UNEP is an "interested" party in the determination of GEF's strategies and policies.

SECONDARY ISSUES

1. *Linkages to other focal areas:* There are possible linkages to: (a) atmospheric pollution (since reduction of land-based sources of pollutants will be felt in regional air quality), if only because a number of "non-gaseous" pollutants, notably some organic pesticides and mercury, have significant atmospheric pathways from terrestrial sources to the atmosphere; (b) coastal-zone development and management, with particular reference to direct land run-off and the siting of outfalls; (c) environmental impacts of seabed mining, because mining (and to some extent fish-trawling, as a form of "biological mining") reduce the sea bed's role as a pollutant sink by recirculating pollutants adsorbed onto sediments.

2. *Linkages to other programmes and action plans at regional and sub-regional levels:* There are several types of programmatic linkage, two strong, the others much weaker. The fundamental linkage is to the Mediterranean Action Plan/Mediterranean Pollution Monitoring and Research Programme (MAP/MED POL), which, in this field, is the only significant regional activity; the second is to the GEF Black Sea Strategic Action Plan, because the Black Sea is also a semi-enclosed sea, with some analogous problems. The others are: the European Union Regional Co-operative Agreement to Control Marine Pollution (Spain, France, Portugal and Morocco); a complementary, though weak, linkage to longstanding but passive subregional marine environmental projects — RAMOGE (France-Monaco-Italy, in the Ligurian Sea), and the Northern Adriatic Programme (Italy-Croatia-Slovenia, at an inter-institutional level); and a weak, though not valueless, linkage to two regional oceanographic initiatives sponsored by the IOC (the Physical Oceanography of the Eastern Mediterranean [POEM] and the Programme de recherche international en Méditerranée occidentale [PRIMO] (promoted by France)), the linkage being that the oceanography of the Mediterranean plays a non-negligible role in determining the quality of the sea water (e.g., flushing of coastal and shelf seas); and a possible linkage with the Programme on the Environment of the Red Sea and Gulf of Aden [PERSGA] sponsored by Saudi Arabia and the Sudan.

3. *Other beneficial or damaging environmental effects:* By dealing with essentially all land-based sources of pollution, successfully, the project would also benefit, in general, agriculture, forestry and urban life, by reducing pollutant load. The Mediterranean is really a part of the Atlantic Ocean and therefore, indirectly, of the world ocean. So what happens in the Mediterranean or in the Atlantic) cannot, in the long run, be judged in isolation.

This central problem of disposal makes recycling of industrial, urban, agricultural, forestry and other human wastes very attractive. Nevertheless, the overall energy demand made by recycling may exceed that of disposal, naturally or artificially, to potential or proven sinks. Therefore, the wise use of the sea (as well as the land) for disposal purposes cannot be discarded out of hand. The project makes no provision for an analysis of such wise use, but should be seen at least to be leading up to it; the first drafts of NAPs and relevant regional action plans should include such a provision, otherwise, the control and reduction of land-based sources of pollution may simply lead to a "sideways" shuffle of some dangerous substances to places where they will not be easily visible - until another "hot spot" adds to the list of those to be dealt with by a future project. Studies of biogeochemical cycles of key elements (especially heavy metals) and dangerous substances must be promoted if the real goal of safe pollutant sinks is to be reached in the long run.

4. *Degree of involvement of stakeholders in the project:* The proposal defines the role of national governments, as the primary stakeholders, in this project; their degree of involvement is high and largely ensured. It is less definite about the role of their peoples (the "general public"), also major stakeholders. This role can only be ensured practically by involvement of non-governmental organizations and associations, especially of a regional nature, but also of a national nature (e.g., HELMEPA in Greece) and of an international nature (e.g., IUCN). The proposal seeks only to determine a potential role for NGOs, whereas it could be desirable to determine the respective competences and capacities of each such body, for UNEP to decide precisely the practical possibility of their real involvement. The proposal identifies many of the general weaknesses of NGOs, but apparently goes no further.

The involvement of the relevant intergovernmental organizations (i.e., those having a stakeholder interest in the region on behalf of their Member States, such as: the Food & Agriculture Organization of the United Nations and its General Fisheries Council for the Mediterranean - for fisheries, mariculture and

biodiversity questions; the World Health Organization - for human environmental health questions) is clear enough and announced. More or less useful roles might also profitably be found for: the International Atomic Energy Agency and its Marine Environmental Laboratory, in Monaco - for chemical analysis and intercalibration with respect to pollution monitoring; UNESCO and its International Hydrological Programme - for river monitoring and drainage-basin questions; and the Intergovernmental Oceanographic Commission - for relevant oceanographic and ocean-observing questions. This involvement should be, however, technical and specific and based on demonstrated capability (of the institutions or individuals acting on behalf of these organizations).

5. *Capacity-building aspects:* These are still a comparatively minor part of the project and unlikely to have a strong impact on the outcome unless participants in the proposed training courses are carefully chosen on the basis of their proven experience in pollution control and management. Otherwise, such courses are only paying lip service to meeting real national needs for competent staff, hence institutions.

Courses on the energetics and environmental advantages and disadvantages of recycling human wastes, and even on regional (if not global) biogeochemical cycles of key pollutants/elements, would be most desirable additions to the list (section 3.13).

6. *Innovativeness of the project:* The project cannot be said to be particularly innovative. A genuine regionwide approach (plan of action), incorporating development of national facilities, capabilities and supporting administrative/legal structures, in the regional context, might well have been tried, given the considerable experience acquired under MAP, and the fact that, in the long run, all forms of pollution have a transboundary component.

A new Project Implementation Unit is not innovative; project implementation might better be achieved by strengthening (funding and staffing) of MAP-MEDU. This does not appear to be the intention and nothing is said on the relationship between the Project Implementation Unit and MAP-MEDU. The Secretariat of the Barcelona Convention is described as [one of? the leading?] Executing Agency, yet the MAP-MEDU, also described as the Secretariat of the Convention, is also listed as an Executing Agency. This should be made clear (or clearer).

The idea of "sustainability of the project" seems innovative, but amounts, in the present context, to ensuring funding mechanisms to address future new institutional costs for managing and protecting the Mediterranean Sea, whereas the real issue is the sustainability of economic development without compromising the environment: that is innovative, but the proposal does not go that far.

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ROOT CAUSE ANALYSIS FOR THE MEDITERRANEAN BASED ON THE RESULTS OF THE TRANSBOUNDARY DIAGNOSTIC ANALYSIS
 [The analysis in this table does not apply equally to all Contracting Parties to the Barcelona Convention. Main root causes and action areas are listed in descending order of priority.]

MAJOR PROBLEMS	TRANSBOUNDARY ELEMENTS	Main root causes*		Action types
		M	F	
Degradation of coastal and marine ecosystems	<ul style="list-style-type: none"> Damage to transboundary ecosystems, including loss in productivity, biodiversity and stability Reduction of regional values Decreased quality of life Degradation due to pollution & eutrophication Region-wide loss of revenue Impacts on habitats and biodiversity Impacts of physical changes on coastal and beach dynamics Loss of existing and potential income from fishing and tourism Conflicts between user groups 	M F L II S	P R	
Unsustainable exploitation of coastal and marine resources	<ul style="list-style-type: none"> Impacts on habitats and biodiversity Impacts of physical changes on coastal and beach dynamics Loss of existing and potential income from fishing and tourism Conflicts between user groups 	M F S II L	R P	
Loss of habitats supporting living resources	<ul style="list-style-type: none"> Damage to migratory species and their habitat changing patterns of migration Endangered biotic resources Loss of values for development Habitat and food web changes 	M F S II L	P R	
Decline in biodiversity, loss of endangered species and introduction of non-indigenous species	<ul style="list-style-type: none"> Loss of regional values Damage to endangered and endemic species of regional and global significance Loss of genetic biodiversity 	M F L L II S	P R	
Inadequate protection of coastal zone & marine environment & increased hazards and risks (health, seismic, climate change, pollution, fires, accidents, extreme events)	<ul style="list-style-type: none"> Reduction of regional values Loss of revenues High costs of curative interventions Decreased quality of life 	M F L L II S	P R	
Worsened human related conditions (lower quality of life, increased unemployment & poverty, socio-economic decline, increased quality gap in development level)	<ul style="list-style-type: none"> Human health impacts Costs of dealing with human migration Reduced human and institutional capacity Reduction of development potential Increased poverty with transboundary impacts 	M F L L II S	P R	
Inadequate implementation of existing regional and national legislation	<ul style="list-style-type: none"> Ineffective protection of the marine and coastal environment Inadequate monitoring of pollution and consequently inadequate data interpretation for managerial purposes Poor public education & awareness regarding scientific & economic values & technical options 	L M F II S	P R	

MAIN ROOT CAUSES	
LEGAL (L) Inadequate legal and institutional framework	<ul style="list-style-type: none"> Inadequate cooperation at the regional level Inadequate legislation at the national level relevant to regional problems Inadequate institutional framework and capacity necessary for the implementation of legislation, ICZM and EIA Inadequate pollution compliance and trend monitoring Ineffective coordination between various governmental sectors and local and national level
MANAGEMENT (M) Inadequate planning and management at all levels	<ul style="list-style-type: none"> Poorly coordinated intersectoral planning and management Lack of integrated watershed/coastal zone management plans Lack of application of ICZM and its tools Inappropriate harvesting practices in fisheries Inadequate pollution control strategies with monitoring Inadequate human and institutional capacity (at national and local level) for the implementation of the legislation and ICZM with its tools
HUMAN (H) Insufficient human and institutional capacity	<ul style="list-style-type: none"> Inadequate human and institutional capacity (at national and local level) for compliance and trend monitoring of pollution Lack of general environmental awareness Poor identification of stakeholders Lack of adequate participation of stakeholders in the planning and management of environmental problems
STAKEHOLDERS (S) Insufficient involvement of stakeholders	<ul style="list-style-type: none"> Lack of effective economic instruments Lack of internalization of environmental costs Low monetary value assigned to environment within national economic policies
FINANCIAL (F) Inadequate financial mechanisms and support	
TYPES OF ACTION	
PLANNING (P) Integrated planning and management and reduction of pollution	<ul style="list-style-type: none"> Improvement of legal and institutional framework at regional and national level for ICZM and associated tools Development of integrated management for river basin/coastal areas and for urban agglomerations Improved involvement of stakeholders in environmental decision-making Identification and elimination of pollution hot-spots Adequate compliance and trend monitoring
RESOURCES (R) Resource management	<ul style="list-style-type: none"> Full implementation of relevant regional and national legislation Sustainable management of resources Protection of biodiversity, endangered, endemic and migratory species, habitats and sensitive areas Development of sustainable fisheries, aquaculture and tourism

PUBLIC INVOLVEMENT PLAN SUMMARY

There are no systematic studies or assessments describing the evolution of public participation in the Mediterranean area. Existing rare, scattered articles are general, without references to institutional provisions, "costs and benefits" or "results" of experiences gained from previous public participation in the fields of the protection of the environment and sustainable development in the region.

Often the starting point of a public participation initiative is a local or national issue but in many cases the debate quickly expands to transboundary and global issues of an economic, social or political nature that are recognised as the "root causes" of the problems or the obstacles inhibiting their efficient and timely solution.

The State administrations of most Mediterranean countries often lack staff, means and tools to meet the ever-increasing internal demands and external pressures. The existing social and political systems have not provided rapid and efficient solution to the problems and solutions tried in other parts of the world were not easily and safely transferable to the Mediterranean without prior testing.

Despite the socio-economic, political and cultural diversity of the region and the differences in the philosophical background and starting points of participating processes in the various countries and subregions, one can recognise a genuine transformation of the prevailing conditions in the Mediterranean. A general tendency is apparent that is slowly but gradually favouring popular participation in reaching more creative and innovative solutions, in an administratively less rigid and more flexible scheme. Most of these changes have taken place in the period since 1985 and with greater pace in the last five years.

It seems that in most Mediterranean countries one may observe a rapid evolution in the nature of public participation, but the process is still slow, inhibited by several obstacles among which the most important are:

- lack of, or inadequate legal framework without adequate provision for public participation (including access to information and justice);
- inadequate administrative infrastructures with limited resources to cope technically with requests by the public;
- lack of co-ordination among the various administrative sectors, reducing their ability to be efficient and participatory even with other services or agencies;
- fragmentation of NGOs initiatives and structures, particularly at the national level; and
- reluctance by the authorities to provide information to the public even when this is technically and legally feasible due to lack of acceptance by many authorities and the majority of civil servants of the NGOs as legitimate "partners".

However, the real "root" problem that reduces drastically the efficiency of participatory procedures is the lack of concrete support, institutional and/or financial, to independent citizens' groups, which act outside political parties, or religious groups.

The main problems related to public participation in Mediterranean countries that are associated in one way or another with land-based activities are the following:

- the still prevalent lack of recognition of the actual role of civil society (organised NGO groups, social partners etc.) by national authorities;

- a failure to transform declarations or good intentions into a practical commitments on the part of Governments;
- to great a reliance on the majority or ruling political party in many Mediterranean countries such that groups of people which tend to criticise the government, because of lack of measures or its developmental choices, are quite frequently considered as "opposition" or siding with opposition parties; and
- a lack of prior consultation in the majority of the Mediterranean countries where there are no "prior consultation" procedures and no "consensus" culture.

Funding for NGOs is a problem in the Mediterranean since NGOs have no adequate financial means and their financial basis is not sustainable. Membership alone cannot support them and they are dependent on volunteers. Because of the lack of paid, in house expertise the majority of Mediterranean NGOs cannot provide the continuity of input expected in developing policies and strategies, and often lack the required "professional" approach.

Proposed targets for the improvement of the public participation are:

- to provide to the general public access to the information available on the state of the environment of the Mediterranean and its evolution, and the measures taken to improve it;
- to enhance the environmental awareness of pollution, and create a common approach to the environmental problems of the Mediterranean;
- to facilitate public access to activities for the protection and management of the environment and to scientific knowledge; and
- to mobilise and ensure the participation and involvement of the major actors concerned including local and provincial committees, economic and social groups, consumers, etc.

Proposed activities at the regional level are:

- to identify potential roles for nongovernmental organisations in the implementation of the SAP MED and to ensure that all relevant IGOs and NGOs have appropriate access to information concerning the SAP MED and its application;
- to implement co-ordinated information campaigns and special activities on environmental protection;
- to continue and expand publication and distribution of brochures, leaflets, posters, reports, newsletters and other information materials, as well as the use of the media in all its forms; and
- to enhance and strengthen the exchange of information and experience on the environmental problems of the region, and to develop co-operation in this field.

AVAILABLE REFERENCE DOCUMENTS

A. Documents prepared under the Mediterranean Action Plan

1. Mediterranean Action Plan and Convention for the Protection of the Marine Environment and the Coastal Region of the Mediterranean and its Protocols, Informal Document (Revised), UNEP, Athens, 1997.
2. Formulation of a Strategic Action Programme for the Mediterranean Sea, to Address Pollution from Land-Based Activities, Project Development and Preparation Facility (PDF) Block B Grant, GEF/UNEP, October 1996.
3. Report of the Tenth Ordinary Meeting of the Contracting Parties to the Convention for the Protection of the Mediterranean Sea against Pollution and its Protocols. UNEP(OCA)/MED IG.11/10. December 1997.

B. Documents prepared under the GEF Project development Facility grant and presented at various regional meetings

1. Strategic Action Programme to Address Pollution from Land-Based Activities, (draft), Tenth Ordinary Meeting of the Contracting Parties to the Convention for the Protection of the Mediterranean Sea against Pollution and its Protocols (UNEP(OCA)/MED IG. 11/9), Tunis, 18-21 November 1997.
2. Transboundary Diagnostic Analysis for the Mediterranean Sea (TDA MED) (draft), Tenth Ordinary Meeting of the Contracting Parties to the Convention for the Protection of the Mediterranean Sea against Pollution and its Protocols (UNEP(OCA)/MED IG. 11/Inf.7), Tunis, 18-21 November 1997.
3. Identification of Priority Hot Spots and Sensitive Areas in the Mediterranean, (draft), Second Meeting of Government-Designated Experts to examine a Strategic Action Programme to Address Pollution from Land-based Activities (UNEP(OCA)/MED WG. 136/Inf. 4), Athens, 13-16 October 1997.
4. Report of the Second Meeting of Government-Designated Experts to examine a Strategic Action Programme to Address Pollution from Land-based Activities (UNEP(OCA)/MED WG. 136/4), Athens, 13-16 October 1997.
5. Report of the Second Meeting of the Steering Group for the Preparation of a Strategic Action Programme to Address Pollution of the Mediterranean Sea from Land-Based Activities (UNEP(OCA)/MED WG. 135/2), Athens, 8-10 September 1997.
6. Draft Investment Portfolio framework (UNEP(OCA)/MED WG. 130/7), Meeting of Government-designated Experts to Examine a Strategic Action Programme to Address Pollution from Land-based Activities, Ischia, 15-18 June 1997.
7. Guidelines for the Preparation of National Action Plans, Meeting of Government-designated Experts to examine a Strategic Action Programme to Address Pollution from Land-based Activities (UNEP(OCA)/MED WG. 130/6), Meeting of Government-designated Experts to Examine a Strategic Action Programme to Address Pollution from Land-based Activities. Ischia, 15-18 June 1997.
8. Report of the Meeting of Government-designated Experts to Examine a Strategic Action Programme to Address Pollution from Land-based Activities (UNEP(OCA)/MED WG. 130/8), Ischia, 15-18 June 1997.

9. Report of the Ad Hoc Consultation Meeting of Regional Experts on the Mediterranean GEF Project (UNEP(OCA)/MED WG. 123/2), Athens, 14-16 January 1997.
10. Report of the First Meeting of the Steering Group for the Preparation of a Strategic Action Programme to Address Pollution of the Mediterranean Sea from Land-Based Activities, Athens, 13 January 1997.

C. Preparatory documents prepared as basis for development of the draft Transboundary Diagnostic Analysis

1. River Inputs to the Mediterranean Sea, M. Meybeck, April 1997.
2. Transboundary Diagnostic Analysis of Pollution in the Mediterranean Sea: Maritime Transport and Ports, J.-P. Dobler, MAP/GEF, June 1997.
3. Evaluation of the Port reception Facilities in the Mediterranean, HELMEPA, June 1997.
4. Agricultural run-off in the Mediterranean, P. Sequi, MAP/GEF, May 1997.
5. Mediterranean Sea Transboundary Diagnostic Analysis: Airborne Pollution, R. Guardans, MAP/GEF, April 1997.
6. Mediterranean Action Plan Transboundary Diagnostic Analysis - Exploitation of Seabed and Subsoils, J. Blanchard, MAP/GEF, April 1997.
7. Transboundary Diagnostic Analysis for the Mediterranean Sea: Tourism and Environment in the Mediterranean Basin, R. Lanquar, MAP/GEF, September 1997.
8. Fishery Transboundary Diagnostic Analysis, Mediterranean Fishery Component FIRM (FAO), MAP/GEF, April 1997.
9. An Assessment of the problem of Mediterranean Aquaculture and its relation to Land-based sources, I. Katavic, MAP/GEF, June 1997.
10. Critical Habitats and Ecosystems, and Endangered Species in the Mediterranean Sea, SPA RAC, MAP/GEF, April 1997.
11. Transboundary Diagnostic Analysis for the Mediterranean Sea: Coastal Zone Management and Planning, A. Pavasovic, MAP/GEF, April 1997.
12. Transboundary Diagnostic Analysis for the Mediterranean Sea: Institutional Arrangements for Transboundary Related Issues in Mediterranean Countries, A. Pavasovic, MAP/GEF, April 1997.
13. Transboundary Diagnostic Analysis for the Mediterranean Sea: Public Participation in the Mediterranean, M. Scoulos, MAP/GEF, April 1997.
14. Resource Mobilization and Investment Portfolio Framework, C. Alvarez, MAP/GEF, Sept. 1997.

D. STAP Roster Expert Review

Mr. R.C. Griffiths, January 1998. Appraisal of the Project: Implementation of the Strategic Action programme to Address Pollution from Land-Based Activities in the Mediterranean Region.

LIST OF COUNTRY ENDORSEMENTS

Country	Name	Title	Date of Letter Endorsement
Albania	Dr. Narin Panariti ,GEF OFP	Director of Env. Eco. & Inf. Committee of Environmental Protection	27.01.1998
Algeria	Mr. Taous Ferroushi, GEF OFP	Deputy Director Specialised Institutions and Programmes Ministry of Foreign Affairs	14.01.1998
Bosnia and Herzegovina	Mr. Tarik Kupusovic ¹⁸ Mediterranean Action Plan (MAP) Focal Point	Hydro Engineering Institute	14.01.1998
Croatia	Mr. Nenad Mikulic, GEF OFP	Deputy Director, State Directorate of Environment	13.01.1998
Egypt	Dr. Ibrahim Abdel-Geil, GEF OFP	CEO, Egyptian Environmental Affairs Agency	15.01.1998
Lebanon	Mr. Akram Shehayeb, GEF PFP	Minister of Environment	20.01.1998
Libya	Dr. Bashir Mohamed Fares, GEF PFP	Director General, Technical Centre for Environmental Protection	23.01.1998
Morocco	Ms. Bani Layachi, GEF OFP	Director, Ministry of Environment	28.01.1998
Slovenia	Mr. Emil Ferjancic, GEF OFP & PFP	Head, International Co-operation Department Ministry of Environment and Physical Planning	13.01.1998
Syria	Mr. A.H. El-Muirajed ¹⁹	Minister of State for Environmental Affairs	22.01.1998
Tunisia	Ms. Amel Benzarti, GEF OFP	Director of International Co-operation, Ministry of Environment and Land Use	8.01.1998
Turkey	Dr. Ilker Basaydin, ²⁰	Acting Undersecretary, Ministry of Environment	23.01.1998

GEF OFP = GEF Operational Focal Point;

In cases where a GEF OFP has not been designated the endorsement of the GEF Political Focal Point (GEF PFP) has been sought.

¹⁸ Bosnia & Herzegovina has not designated a GEF Operational or Political Focal Point.

¹⁹ Mr Yahia Awaidah of the General Commission for Environmental Affairs is listed as the GEF Operational Focal Point. The Commission falls under the Ministry for Environmental Affairs.

²⁰ Mr Murat Sungur Bursa Deputy Undersecretary of the Ministry of Environment is listed as the GEF Operational Focal Point and reports to the Undersecretary of the Ministry of Environment.

The relationship between the 1998-1999 workplan of MAP and the present project.

The adoption in 1995 of a new Protocol to the Barcelona Convention on Specially Protected Areas and Biodiversity, and of a revised Protocol on Pollution from Land-based Activities in 1996, provided the basis for the Contracting Parties to the Convention to formulate a 1998-1999 workplan that reflects their desire to undertake concrete actions to address priority environmental issues on a regional basis. This workplan was approved at the 10th Ordinary Meeting of the Contracting Parties held in Tunis, 18-21 November 1997. The total anticipated regular income for the 1998-1999 biennium is 11.7 million US \$ together with 1.1 million in the form of a voluntary contribution from the European Union. Of this budget 7.9 million is used to support the coordinating unit and regional activity centres, 1.3 million is used for programme co-ordination including the convening of regional meetings, and 4.2 million US \$ is for activities.

The MED POL Programme, for the 1998-1999 biennium focuses on activities in support of the SAP-MED including: the implementation of pollution trend monitoring, compliance monitoring and biological effects monitoring; capacity building at the national level; formulation of National Action Plans; the application of BAT and BEP as appropriate in cooperation with the Cleaner Production RAC; further work on the regional prioritisation of the Hot Spots; and actions designed to ensure that the revised LBS Protocol enters into force during the biennium. Planned activities that complement those foreseen in this project document include a number of regional meetings to co-ordinate action at various levels and assistance to countries in implementation of the Dumping, Hazardous wastes and Offshore Protocols.

In addition to the MED POL programme described above, activities funded through:

- the Environment Remote Sensing RAC are designed to assist in surveillance of oil pollution and trend monitoring; land assessment; and water management.
- the Regional Marine Pollution Emergency Response Centre are in support of preparation of national response plans, port emergency systems, port reception facilities, activities in support of coastal zone management plans; and the further development of regional information and data systems;
- the Specially Protected Areas RAC will elaborate an action plan for the conservation of marine vegetation; provide assistance in implementing the action plans for threatened species; assist countries in coastal area management and the management of specially protected areas; and continue its activities in the field of regional data and public information.
- the Priority Actions Programme RAC will focus on coastal area management and in collaboration with the Blue Plan develop prospective approaches to sustainable management; with other activities in the fields of water demand management, soil protection and ecologically sound aquaculture.
- the Blue Plan Office will focus on prospective approaches to environmental management in the fields of freshwater demand management; the development of a Mediterranean environment observatory; and the development of performance indicators in association with METAP.

It is hoped that the new Protocol on Specially Protected Areas and Biodiversity will enter into force during the biennium, and this forms the basis for activities to be implemented by the Specially Protected Areas RAC. Complementary activities of this centre will concentrate on assisting the countries to establish and implement national strategies for the conservation of biodiversity and in enforcing their national legislation related to sites and species conservation. The activities planned in the framework of this project are designed to strengthen these activities and to produce a coherent prioritised action plan for biodiversity that will be adopted by the contracting parties at the time the revised Protocol enters into force.

In the framework of the integration of environment and development, during the biennium work will continue in individual countries in collaboration with METAP on the preparation and implementation of coastal zone management programmes. In selected areas, the main elements and constraints linked to the need to integrate the appropriate management and enhancement of the natural resources in a wider context of development of the coastal zones will be examined with the local authorities and the local actors with a view of achieving ICZM as appropriate.

As an integral component of its activities the Mediterranean Action Plan includes actions designed to ensure programme wide co-ordination, capacity building at the national level, and enhance public awareness and information dissemination.

ANNEX II

ANNEX II

Summary of activities

Activity	GEF Budget USD ('000)	MAP Budget USD ('000)	Countries	FFEM ¹ USD ('000)	METAP and World Bank ²	Responsibilities/Actions
1. Project coordination	569	145	20			
2. a) Analysis and evaluation of 103 pollution hot-spots	400	40	100			Activities (a), (b) and (c) will be undertaken by WHO/MAP-MEDPOL. For 2(d) an <i>ad hoc</i> technical committee will be established, composed of MAP/MEDPOL and WHO/MEDPOL, METAP and its partners, GEF and FFEM
b) Development of criteria and methodology for prioritization	20	20	50			
c) Prioritization of pollution hot-spots	20	20	50			
d) Selection of pollution hot-spots for pre-investment studies						
3. a) Pre-investment studies for pollution hot spots	1800	50	200	1000		Governments under the guidance of the above committee
b) Investment by countries			1500			
4. a) Analysis of 51 pollution sensitive areas	300	20	50			Activities (a), (b) and (c) will be undertaken by WHO/MAP-MEDPOL. For 4(d) an <i>ad hoc</i> technical committee will be established, composed of MEDPOL and WHO, METAP and its partners, GEF and FFEM
b) Development of criteria and methodology for prioritization	20	10	50			
c) Prioritization of pollution sensitive areas	20	10	50			
d) Identification of pollution sensitive areas for investment						
5. Preparation of SAP for biodiversity	510	40	50			SPA/RAC in cooperation with FAO, IUCN and NGOs
6. Sustainability of SAP MED						World Bank, PAP/RAC, FFEM and National Institutions
a) Development of economic instruments	20	20	0			
b) Adoption and implementation at national level	200	20	100	80		
7. Public participation						MAP in cooperation with NGOs
a) Development and implementation of a regional programme of public participation	40	10				
b) Identification of the potential role of NGO's	30	10				
c) Facilitation of the public access to activities	20	10				
d) Provisional information to the general public	30	10				

Activity	GEF Budget USD ('000)	MAP Budget USD ('000)	Countries	FFEM ¹ USD ('000)	METAP and World Bank ²	Responsibilities/Actions
8. Preparation and adoption of regional guidelines						
a) Sewage treatment disposal	10	10				(a), (b), (c) will be undertaken by WHO/MAP-MEDPOL
b) Urban solid waste	15	15				(d), (e) by CP/RAC-MEDPOL
c) Industrial waste water	10	10				(f) CP/RAC in cooperation with FAO
d) Application of BAT, BEP etc for industries	15	15				(g) by WHO/MEDPOL and FFEM
e) Application of BAT, BEP for industrial sources of BOD, nutrients and SS	10	10				(h) by MEDPOL and FFEM
f) Application of BEP for fertilizers in agriculture	15	15		50		
g) Environmental inspection system	15	15		50		
h) River pollution monitoring progr.	10	10				
9. Preparation and adoption of regional plans						
a) Collection and disposal of regional plans	15	15				MEDPOL is responsible for the preparation of the regional plans, except for (c) which will be undertaken in cooperation with CP/RAC and (f) which will be undertaken in cooperation with FFEM
b) Reduction of BOD input by 50% by 2007	10	10				
c) Reduction of hazardous wastes from industries by 20% by 2007	10	10				
d) Management of hazardous wastes	20	15				
e) Regional inventory of quantities and uses of POPs	15	15				
f) Regional pollution monitoring progr. for rivers	10	10		50		
g) Regional pollution monitoring progr. for marine environmental quality	10	10				
h) Levels and trends of pollution loads	10	10				
10. Capacity building (Training programme)						
a) Environmental auditing and management	0	20	40	50		Training programmes for (a) and (b) will be undertaken by MAP in cooperation with FFEM
b) Environmental education	0	20	30	50		
c) Pollution monitoring and inspection	0	20	40	50		(c) by WHO/MEDPOL in cooperation with FFEM
d) Cleaner production techniques	0	0	30	70		
e) Waste water treatment plants	0	20	40	50		(d) by CP/RAC in cooperation with FFEM
f) River pollution monitoring	0	20	30	50		(e) by WHO/MEDPOL in cooperation with FFEM
g) ICZM	0	20	40	50		(f) by MEDPOL in cooperation with FFEM (g) by PAP/RAC in cooperation with FFEM

Activity	GEF Budget USD ('000)	MAP Budget USD ('000)	Countries	FFEM ¹ USD ('000)	METAP and World Bank ²	Responsibilities/Actions
11. National Action Plans (NAP)						
a) Assistance for NAPs	150	20	50			Activities envisaged under this component include assistance to the inter-ministerial committees of the countries in the development and implementation of individual NAPs. Development of NAPs should include consideration of all the components of the SAP/MED and SAP for biodiversity and should be executed in close partnership with country authorities, international organizations, international institutions, and experts from the region
b) Assistance for regional guidelines	150	20	50			
c) Assistance for regional plans	150	20	50			
d) Assistance for Hot Spots	150	20	50			
e) Assistance for sensitive areas	150	20	50			
f) Assistance for biodiversity	150	20	50			
g) Assistance for sustainability of SAP MED	150	20	50			
h) Capacity building	150	20	50			
i) Public participation	150	20	50			

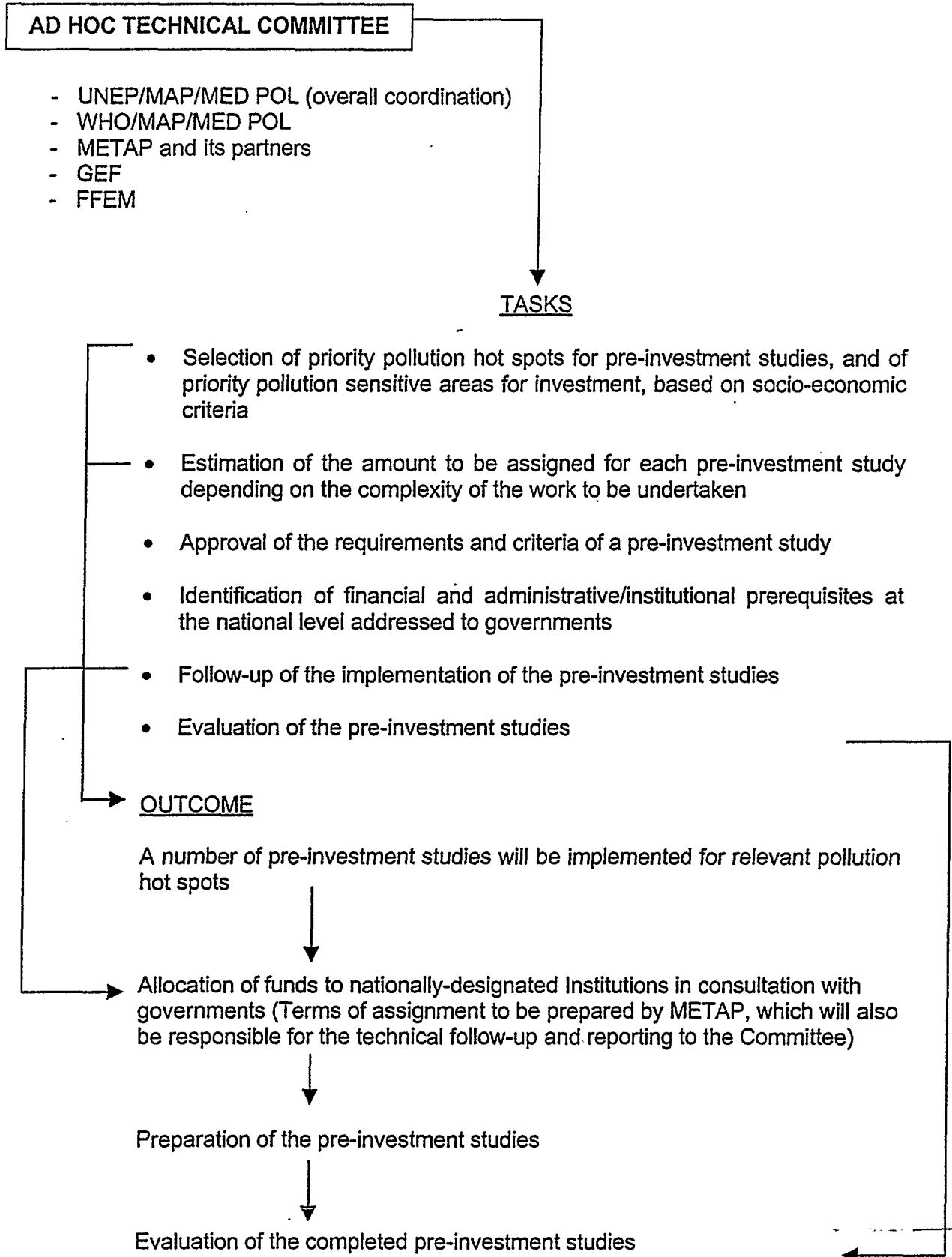
1. Estimated amounts

2. To be determined

ANNEX III

ANNEX III

Description of the work of the *Ad hoc* Technical Committee



ANNEX IV

ANNEX IV

CONTENTS OF A PRE-INVESTMENT STUDY IN A POLLUTION HOT SPOT AREA

1. The first phase of a pre-investment study for a pollution hot spot area should include all the basic information on pollution sources. Initially, a pollution source inventory should be completed. For each pollution source within the hot spot area, all waste streams and relevant loads will be listed and quantitatively assessed according to a Rapid Assessment method, accompanied whenever it is the case by Environmental Auditing and data from Direct Monitoring.

In addition, in order to provide background information on the impacts that each individual source has, an Environmental Impact Assessment Study for each pollution source may be prepared.

2. The evaluation of the effects or impacts that have been identified will be made using a ranking system, which will also take into consideration the pollution loads produced by the individual pollution source examined. In this way, the sources will be ranked according to the scores achieved by the application of the evaluation system. The list produced will be used for final decisions for priority investments.

The second step is the final formulation of projects relevant to each pollution source. These projects should aim at minimizing the pollution loads caused by pollution sources, yet complying with environmental standards. For each pollution source various alternatives and options applicable should be proposed, from which those processes and methods that are best suited to each particular source according to the desired degree of environmental protection will be selected. The selection should be based on criteria that combine environmental, hygienic and technical/economical requirements as well as local conditions that cannot be neglected by the decision-making process.

4. When the selection of alternatives is completed, concrete projects for each pollution source should be formulated which, at a later stage, will be constructed and put into operation. These projects should give priority to the consideration of the following parameters: actual incoming pollution load, standards for disposal of treated wastes into the environment and ambient standards.

The initial stage of the project involves the site selection for any eventual plant. Several sites for plant positioning have to be examined in order to finally choose the area causing the least harmful environmental impact. For each alternative site, the careful assessment and evaluation of environmental impacts caused by the plant's operation has to be conducted. The detailed analysis which should be carried out in the form of an EIA report will allow for the selection of the most appropriate location for each plant, and enable decision-makers to eventually modify and improve the technical specifications of the chosen alternatives.

5. The second part of the project is related to the design parameters and process selection for municipal liquid wastes, industrial liquid wastes (including end-of-pipe and clean technologies) and solid wastes, including the toxic ones. The next step is on the discharge of effluents into a water body, which is the final link to the chain collection-treatment-disposal, whereas the preceding eventual errors and failures are clearly shown by the negative impact of the treated effluent on the water quality. All the possible discharge sites should be considered and their physical characteristics elaborated, including also options for reuse of effluents. Treatment and disposal of processes' by-products should also be considered.

6. After systems planning, the preliminary design of all processes and unit operations of the plants has to be elaborated and be approved by competent authorities for works authorization. The design deals with the technical aspects of the project decided on, containing all necessary data for its evaluation including flow diagrams, process design, operational characteristics and construction-operation aspects. This design is the bridge between the general process planning and the final engineering studies, which contain all the technical details needed for construction purposes. It gives a picture of the practical aspects of the project's realization and of the assessment of major costing factors. The major practical aspects focus on process analysis, equipment and operation-maintenance requirements.

7. The reliable performance of waste management systems depends not only on routine operation of plants, but also on the overall organizational framework within which they will be established. Therefore, for the integrated management of facilities, a chain of institutional units has to be established, taking into account the existing legislation and administrative structure of the countries involved. These units include operating unit of facilities, coastal water control authority and the regional/national authority responsible for policy formulation and implementation.

8. The final step of the project is the cost analysis and estimation of cost factors relevant to the execution of pollution control plans. A suitable method should be adopted for the estimation of capital investments and operation/maintenance costs of waste management facilities related to each pollution source to be controlled. Furthermore, in order to define the net value of an environmental investment, a sum of cost factors has to be calculated and subtracted from the expected benefits so as to prepare a cost-benefit analysis based on a careful step-by-step methodological approach, thereby assuring continuity of all relevant factors, including assessment of the project area, environmental quality, cost analysis and identification-quantification of benefits.

Finally, the project should identify and propose methods or sources for project financing, including funds for operation/maintenance of the facilities.