EP

United Nations
Environment
Programme

22 December 2004
UNEP(DEC)/MED WG. 263/Inf.1
ENGLISH

MEDITERRANEAN ACTION PLAN

Ninth Meeting of the MCSD Steering Committee
Rome, Italy, 17-18 January 2005

INFORMATION DOCUMENT

- **STRATEGIC THEMATIC NOTES**
- **DRAFT REPORT ON THE ASSESSMENT REPORT OF NSSDs IN THE MEDITERRANEAN REGION**

UNEP/MAP
Athens, 2004

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A. SUSTAINABLE WATER MANAGEMENT

I. The facts and what is at stake:

In an environment degraded by demographic growth and socio-economic changes in particular in the 20th century, water as a resource has become a factor that may limit growth in parts of the Mediterranean.

Precipitation is irregular and often violent. It is also a major cause of soil erosion and floods. These phenomena are augmented by recent loss of plant cover due to deforestation, forest fires, overgrazing, and unsustainable agriculture and forestry practices. Urbanisation is increasing the degree of oil impermeability, both reducing aquifer replenishment and increasing risks of inundation.

Annual renewable water resources in the Mediterranean basin amount to on average 593 billion cubic metres, but only 144 billion can be regarded as regularly available.
The natural resources are however very unevenly distributed among countries (72% in the North, 23% in the East and only 5% in the South), and among populations, especially farmers. Some countries share the same water catchments and river basins.

Only 60% of renewable water resources, or 356 billion cubic metres, are exploitable.

The supply situation is moreover overshadowed by the threatened impacts of climate change, which scientists concur has already started. The impact in the Mediterranean region could involve less total annual precipitation, more concentrated in violent weather events; increased drought; higher rates of evapotranspiration; lower soil moisture content; growing desertification, falling aquifers and saline intrusion into coastal water tables.

Over 108 million inhabitants of the Mediterranean region already suffer from water poverty. If current trends continue that number is forecast to grow to 165 million by 2025, of which 63 million will be severely deprived of water. Furthermore, according to estimates of the Mediterranean Water Institute at least 34 million people throughout the Mediterranean cannot afford access to safe drinking water and at least 55-million lack basic sanitation.

Global regional water demand is of the order of 189 billion cubic metres, having increased 60% over the past 25 years, remaining uneven (from 100 to more than 1000 m3/inhabitant), varying from country to country and even from place to place within each country. On present trends, it will reach approximately 210 billion cubic metres by 2025.

The main cause of increased water demand is irrigation, accounting for 82% of total water demand in the South and Southeast Mediterranean total. Demographic growth and urbanization are the second biggest factor of increased demand, while tourism swells summer demand for water along coastal areas

Future patterns of energy production and industrialisation, driven inter alia by the impacts of the functioning of the proposed Euro-Mediterranean Free Trade, could certainly make significant additional demands upon water resources if conventional technologies are used in both new installations and water use/supply systems..

Extraction already exceeds 50% of the exploitable renewable natural water resources. Certain local situations are severely stretched. Overexploitation of ground water, the use of fossil water resources and losses due to water leakages are serious signs of unsustainability. The effects on the environment, society and the economy are obvious; they are in most cases irreversible i.e. salt water intrusion, serious degradation of ecosystems and the

disappearance of wetlands, coupled with tensions over use between upstream and downstream users, as well as between urban and tourism users, versus farmers. All these issues make short and long-term policies difficult to implement and increase production and management costs.

Current water policies derive from a largely supply driven approach which is shortsighted.

Resorting to unconventional resources, including reuse of treated waste water or drainage water, desalination of sea water, is already taking place in certain countries., but costs, in particular for desalination, can be high.

Maintaining the currently dominant supply driven approach, will lead to a crisis situation by 2025: Additional demand will exceed renewable natural resources in one out of three countries. Attempts to introduce the necessary Integrated Water Resources Management at basin level are very recent both on the Northern rim (mainly within the context of the EU Water Framework Directive -WFD) and in the South by individual countries initiatives.

An effective Integrated Water Resources Management approach is needed for the region as a whole. Such an approach would incorporate on the one hand due attention to the ecological functioning of the ecosystems in maintaining the water cycle able to secure resource supplies and water flow regulation and on the other. Policy of demand side management combined with structural adaptation of the irrigation sector which would enable by 2025 a reduction of up to half of the amount of water extracted,lost or wasted, amounting to 53 billion cubic metres. Such measures would obviate the risk of a loss of balance between water supply and demand, while stabilizing pressure on the environment at an acceptable level.

The total volume recovered would be 665 billion cubic metres over 25 years (between ? and ?) and would represent a saving of costs of 270 billion euros.

In these conditions, the main risks of current trends to be controlled and overcome would be:

❶ increased demand, pollution and degraded quality, overexploitation of underground water (especially fossil water), waste, the destruction of wetlands, the increased cost of water mobilization and the probable resulting shortages.
❷ insufficient investment, lack of access by poor people to safe drinking water and adequate water treatment services.
❸ insufficient innovation in the fields of water savings and the proper use of water; generation from non-conventional resources.
❹ the loss of sustainable ancestral customs and practices concerning water saving and community management.
❺ over-centralized management and insufficient involvement and participation by local people and other stakeholders in decision-making and management..

The Euro-Mediterranean Partnership has developed some activities on water under the SMAP and as a follow up to the 1999 Ministerial Conference on Local Water Management.

Activities under the MSSD must maximise synergies with these activities as well as incorporate ‘added value’ to Euromed activities for the region as a whole.

II. Challenges:

The challenges to be met in order to move to a sustainable management of water resources (including a considerable reduction of the risks involved) are mainly:

❶ To introduce effective IWRM at basin level, improving short, medium and long-term planning, including improvements in water supply, preserving the quality of water, protecting water resources and the ecological functioning of aquatic ecosystems, reducing risk of inundation controlling demand and reducing or maintaining affordable costs. To this end, effective co-ordination between IWRM and ICCM, as and where relevant, is of utmost importance.

❷ To finance vital infrastructures, practising national solidarity through a policy of fair water rates for the poor; whilst applying progressively stepped rates to higher income groups, large commercial and tourists installations etc improving the distribution of good quality drinking water in rural areas, the aim being to achieve the access of all Mediterranean people to good quality drinking water and water treatment services

❸ To put on the market at affordable cost, equipment enabling people to save water, obtaining the greatest benefit from water, treating waste water sufficiently to a degree so that it can be safely reused, promoting low-cost desalination technologies for marine and brackish waters, so as to promote innovative methods for treating, desalinating, saving and making full use of water by a major part of the population..

❹ giving young people back a sense of saving water and encouraging a water-saving culture, the aim being to raise public awareness of water-related issues.

❺ fostering public-private and public-public partnerships, also involving civil society and appropriating the principles of sustainable development by professionals, the aim being effective participation, partnership and delegated management in the area of water.

❺ Incorporating water use audits into environmental audits of existing large-scale industrial and touristic installations, and incorporating water use impact assessments into all large-scale future projects and programmes

❺ Mainstreaming climate change considerations into water resources policies on the basis of the precautionary principle and suitable adaptation measures to a probable progressively tighter water supply situation

III. Actions:

The actions to be taken to attain these aims stem from the Integrated Water Resources Management approach which should be in place and are of different kind:

1. To rationalise the management of water resources

1.1. Promote the regulation of water resources thanks to an integrated surface-roundwater management in order to improve supplies (channelling excessive rainfall into underground water supplies in readiness for drought years) in areas needed and in particular in southern countries. Billions of cubic metres could be affected by this regulation yearly.

1.2. Generalize small water projects to improve water and soil conservation in arid zones, in particular rainwater harvesting in agriculture; agro-forestry; permaculture revisiting traditional architectural systems for capturing rainfall from house roofs with on-site storage in wells etc. Several billion cubic metres a year would be saved from rapid run-off and evaporation.

1.3. Combat urban and industrial water pollution by effective treatment of effluents and protection of vulnerable zones. Some 30 billion cubic metres a year would be implied by the year 2025.

1.4. Periodically monitor aquifers to prevent the over exploitation which might harm resource renewal.

1.5. Protect aquatic ecosystems both for their scientific and/or ecological interest and their role as biological filters and buffer zones significantly contributing to the regulation of the quality and quantity of fresh water and also promote the concept of ecological water demand (including minimum flows, “flushing” etc.).

1.6. Establish intensive leakage control and improvement of transfer and distribution network efficiencies.

1.7. Establish rational allocation of water resources to different user categories to ensure efficient use of resources and reduction of conflicts between users.

1.8. Use estimates of the cost per cubic metre by means of an accurate analysis of the technical options and a judicious choice of investment and investment planning.

1.9. Promote a proactive and interventionist national water policy based on the management of water demand to prevent structural shortages, improve planning to avoid foreseeable shortages and strengthen institutional capacities to manage one-off shortages.

1.10. Promote participatory local management of water use and resources as far as possible, in particular in rural areas

1.11. Promote joint or compatible management, benefit sharing and sustainable development in managing transboundary water bodies including aquifers and transfrontier watersheds.

2. To secure access to safe drinking water and sanitation with water treatment:

2.1. Undertake all technical feasibility, economic, financial and impact studies concerning infrastructures for mobilizing water resources and treatment in hinterlands insufficiently equipped to facilitate the search for the necessary funding.

2.2. Elaborate appropriate tariffs for drinking water and treatment services for the low income consumersy creating national solidarity.

2.3. Promote an ambitious village water policy to narrow the gap between urban and rural areas and reduce the water collection burden on rural women.

2.4. Strengthen Euro-Mediterranean cooperation and the partnership between professionals in the water and treatment field.

3. To promote efficient techniques in water treatment, desalination, saving and its optimum use:

3.1. Generalize the use of installations, such as plumbing which economise drinking water, drip irrigation in agriculture and the recycling of industrial water encouraged by incentives..

3.2. Undertake an objective re-evaluation involving all stakeholders of the true cost of water, ie which involves internalizing the impact of extraction on the environment and infrastructure investment agreed to by the state and define sectors of activities which guarantee use compatible with sustainability per cubic metre mobilized.

3.3. Promote the treatment of urban waste water at a level enabling its risk-free re-use in agriculture (with complementary treatment if necessary in addition to biological treatment), the specific treatment of industrial effluent, especially from chemical industries and energy production units, to avoid pollution of recipient waters the desalination of brackish and salt water employing innovative techniques and using renewable energies in order to reduce (in the medium and long term) environmental and economic production costs.

3.4. Promote the control of the impact of new urbanisation in relation to increased risks of inundation and of the aquifers recharge through planning, regulations and public works to shave the rainfall peak.

4. To raise awareness of water-related issues and promote participation, partnership and involvement in water management:

4.1. Assess the conditions of an efficient and concerted mobilization of national and local actors in favour of the promotion, management and demand of water and the technical, technological and scientific progress made.

4.2. List and promote for the public the good current and old/traditional practices of domestic and agricultural management of water.

4.3. Establish at basin level consultative processes involving the various stakeholders/users including local authorities, farmers environmental/ecological organisations and the general public.

4.4. Organize the efficient exchange, communication and dissemination of analyses of information and about the management of water demand in each country as well as the institutions and bodies concerned.

4.5. Promote the active participation of and co-ordination between all actors concerned with water management.

4.6. Foster public-private and public-public partnerships in order to ensure vital structural changes and the appropriation of the concept of demand side management and IWRM.

4.7. Strengthen human and institutional capabilities by promoting capacity building mechanisms to guarantee the sustainable management of water resources particularly at local level.

4.8. Introduce or strengthen education for Sustainable Development focused on water issues at all levels of formal, non-formal and informal education. Encourage participation in relevant regional educational schemes (e.g. MEDIES)

IV. Means:

The necessary legislative and regulatory, institutional, human and financial means to be mobilized within the framework of MSSD should take into account the following:

- the relevance to water of commitments made by Contracting Parties under the Millennium Development Goals and the Johannesburg Plan of Implementation,
- the considerable initiatives already undertaken in parts of the region (such as the EU Water Framework Directive and the Mediterranean Component of the EU Water Initiative); the existing co-operation schemes and/or multistakeholder partnerships (eg. GWP-Med), the relevant funds available (eg. MEDA, CARDS); the major needs, risks (in terms of water) as described in the Vision for Water in the Mediterranean (2000).

Such a policy would aim to ensure, sustainability under satisfactory conditions, qualitatively and quantatively, so that water needs are met necessary for the lives and health of the populations concerned as well as for economic and social development.
To be successful, the policies and the relevant strategy should address the issues simultaneously at various levels ie at regional/Mediterranean and at national and local level, as appropriate. At regional level an adequate regulatory framework for IWRM should be promoted, eventually compatible with the EU WFD already applied and/or accepted by the vast majority of the countries of the north and northeast Mediterranean. However, a modulated adoption to reflect the particular realities and constraints of non-EU Mediterranean countries may be advisable. Such a framework could facilitate a smoother implementation of the proposed Euro Mediterranean Free Trade Area.

Furthermore, the Strategy should systematically encourage the promotion of transboundary IWR Management plans for transboundary waters including aquifers suggested by the

Athens Declaration adopted by the major International Conference on “Sustainable Development for Lasting Peace: Shared Water, Shared Future, Shared Knowledge” (Athens, 6-7 May 2003)

At national level each country will need to analyse the current conditions in terms of how water problems are addressed, the difficulties encountered, the shortcomings identified and also the successful endeavours and experiences, so that lessons can be learned.

The various aspects of this policy would be to:

- **Anticipate foreseeable problems** over the coming 20 years, in terms of increasing demand, risks of greater water scarcities, overexploitation and irreversible pollution in order to avoid:

  - conflicts between sectoral users by drastically reducing, within ecological and agronomic constraints, agriculture's share of water use, (reduction by 20 billion cubic metres of irrigation water in 2025) and by setting up relevant arbitration bodies.
  - interregional conflicts by applying guidance plans to strike a fair balance when allocating resources between coastal areas and the hinterland.
  - foreseeable shortages by taking into account the real scale of future problems which may require both increasingly large hydro works, which should be built within the guidelines of the World Commission on Dams, as well as the multiplication of mini and micro hydro installations, and, by extension, a considerable increase in investment, maintenance costs and management going beyond local capabilities.
  - conflicts between short-term development aims and the interests of future generations by instituting the true price of water which internalises the extra cost generated by degradation, reducing pressure and avoiding irreversible damage in a long-term perspective, clearly decided and accepted by all parties concerned.

- **increase and diversify water supplies**

- by improving knowledge of existing potentials and monitoring and assessing quality and quantity of relevant water bodies, developing and applying reliable models and tools for the integrated management of surface and groundwater resources.
- by improving the mobilization and proper use of available conventional resources and by developing in parallel new non-conventional water resources. Appropriate treatment and safe use of wastewaters in agriculture, desalination of brackish or sea water, with high quality technological management.
- by preserving the aquifer capacity at present levels.
- by conserving the capacity and storage availability of dams by applying effective long-term anti-erosion policies. By reforestation policies with particular attention to catchments areas, along river courses, and generalisation of agro-forestry techniques in agriculture

- **Manage water demand in order:**

- to maintain thriving conventional water resources, optimise investment and minimize the negative impacts on the environment by:
  - reducing water loss in the production-distribution-use circuit.
  - drastically reduce wasteful use.
  - improve water use systems.
- increase useable resources by changing the water quality requirements and/or technologies employed for certain uses.

❖ **Improve management capacities**

- by setting up an appropriate institutional framework, developing the participation (and responsibility) of all concerned including users, local authorities and civil society organisations, organizing efficient management bodies and building sufficient capacities, asserting the integrity of the legal system facilitating co-ordination between all concerned in a decentralized manner, involving them in the elaboration of strategies and resource management plans, and encouraging their participation in the choice of works and their financial implications;
- by reorganizing water management systems to bring about, on one hand, an autonomy of management of bodies, under conditions of public accountability, responsible for water supplies and treatment and, on the other hand, by encouraging the private sector to participate in preparing projects planning, construction and funding of water services under the supervision of national and local authorities, and with due respect of the 'public good' nature of water.. The role of the state remains strong whenever the sustainability of major projects has strong public interest-benefits;
- by developing meaningful participation processes, establishing user associations active in water management, improving their technical competence through appropriate training and their ability to tackle water problems
- by fostering sscientific and administrative co-operation on exchange of data and information on water, optimizing existing schemes such as the European Environment Information and Observation Network (EIONET) of the European Environmental Agency (EEA), the Euro-Mediterranean Information System on the know-how in the Water Sector (EMWIS) programme etc.;
- by promoting technology transfer and the necessary capacity building;
- by strengthening solidarity among countries in the field of financial support e.g. by finding technical solutions within the framework of Euro-Mediterranean cooperation;
- by promoting training of water professionals with a view to integrated management of the traditional natural and alternative water resources;
- by including training courses for water managers and seminars on proper use of economic and regulatory instruments employed with success in the water sector.

B. SUSTAINABLE AGRICULTURE AND RURAL DEVELOPMENT

I. The facts and what is at stake:

Agriculture is a major contributor to GDP and employment particularly in non-EU Contracting Parties, while the majority of the poorest people live in rural areas. Farmers play a critical role in natural resources management, while agriculture accounts for up to 80% of total freshwater use in the region – with most countries seriously under endowed with water resources.

South Mediterranean agriculture is beset by a host of environmental, social and economic problems, a harsh climate alternating droughts and floods, aridity, scarce and declining water resources, decreasing soil fertility, erosion, desertification, skewed land ownership patterns, serious gender imbalances in policies and structures, pervasive malnutrition, poor management of common pool resources, extremely low levels of public investment and thus deficient social and economic rural infrastructure. IFAD warns that the shift from state control to market oriented systems means both opportunities and risks for the rural poor.

Despite the steady growth in irrigated agriculture, the gap in agricultural productivity continues to grow between North and South and subsidies paid out by the EU continue to rise. The sector is at growing risk since the market is unable alone to internalise the external factors of agriculture, such as the cost of the degradations caused (3 to 7% of GDP annually).

A recent FEMISE report contracted by the European Commission (La question de la libéralisation agricole dans le partenariat euro-méditerranéen http://www.femise.org) as a basis for developing proposals for agricultural trade liberalisation within the Euromediterranean Partnership, warns of the high social costs in the South Mediterranean rural areas, of full and rapid liberalization, since their cereals, meat and dairy sector could not compete with imports from the EU. Full bilateral liberalization unaccompanied by any support measures would be 'catastrophic' for Southern smallholders and rural consumers and a major rural exodus would ensue. While SMPs have a comparative advantage in fruits, vegetables and fish, liberalization would have strong impacts on competing sectors in Mediterranean areas of several EU states, while in the South most liberalization advantages for these products could go to the large-scale producers rather than smallholders.

FEMISE advocates cautious and 'asymmetrical' liberalisation viz faster for the EU than SMPs, based on regional agricultural 'interdependence' designed to 'stabilise' rural areas as far as possible, containing increased poverty and rural out-migration, by supporting the upgrading of SMP agriculture within a regional policy framework anchored in the 'complementarities' of regional agriculture. Key instruments would be rationalization of water use and a transparent pan-Mediterranean regulatory system for quality standards.

The process of preparation and implementation of MSSD should become the synergising focal point for on-going SARD (Sustainable Agricultural and Rural Development). Relevant policies, programmes, projects and networks in the Mediterranean area, involving some, most or all Contracting Parties (MSSD's SARD component-SARD MED) should reflect the relevant provisions of the Johannesburg Plan of Implementation, facilitating their implementation at the national level.

A special effort is needed to ensure synergies and harmonisation with measures and programmes developed to follow up the Euro-Mediterranean Conference of Agriculture Ministers (November 2003) as well as on-going activities of the FAO in its North Africa and Middle East regions.

Key orientations of MSSD's SARD should be:

- ensuring sustainable rural livelihoods and halting the rural exodus
- developing rural human resources and ensuring gender-sensitive policies and institutions
- enhancing sustainable natural resources management and preparing to adapt to climate change impacts on the rural environment and natural resources
- contributing to regional food security goals and fulfilment of the commitments under the World Food Summit Programme and Plan of Action
- fulfilling CP's obligations under the UN Biodiversity, Desertification and Climate Change Conventions
- ensuring that agricultural regional trade liberalisation envisaged under the Euro-mediterranean Partnership is designed to support SARD, and not exacerbate present social and environmental problems

An effective institutional framework if it is based on participation and solidarity should facilitate local sustainable development

In these conditions, the main risks of the current trends to be controlled will be:

- The fragility of irrigated lands since intensive agriculture involves a risk of exhaustion of resources, pollution of water resources, soil salinisation and urbanization.
  - Impacts of the arid harsh climate as well as environmentally inappropriate methods employed by smallholders on the rural environment
  - The large extent of dry lands and the demands on groundwater resources made by dry land agriculture, the resulting increased demand for infrastructure projects, risks of salinisation and other environmental impacts
  - Fragmentation of land ownership and small plot size
  - The vulnerability of woodlands and roads/paths: risks of deforestation, fires, erosion, flooding and siltation, loss of biodiversity.
  - Abandonment of rural areas in the North, overexploitation in the South and East, marginal agriculture
  - Interference with the pastoral economy, abandonment of good practices, exacerbate the situation

- The divergent demographic evolution of rural and agricultural populations characterized in the North by fewer farmers and by a diversification of their activities, in the South and East by an increase in the number of farmers practising subsistence farming. Many are poor, socially marginalized and likely to join out-migration from rural areas or the nation

.

- The risk of aggravation of rural poverty which could result from the proposed agricultural trade liberalisation; inequality with urban dwellers in terms of access to basic services; increased social fragility due to illiteracy; insufficient social solidarity during natural disasters also pose additional problems.

- The loss of productivity of agricultural production systems is a matter for concern, especially in semi-arid areas and mountains of the southern and eastern countries

where there are marked dualities: modern agriculture/subsistence farming; fruit and vegetables/cereals and animal husbandry, irrigation/rainfed

- The economic marginalisation of hinterlands.

- The numerous constraints under the trade liberalisation scenario the risk of low export levels, insufficient logistical organization and lack of adequate technologies.

- The gradual decline of the so-called Mediterranean diet in favour of less healthy and excessive diets, despite heightened interest internationally in the former.

- The loss of certain good traditional practices.

- The inadequate level and quality of management of rural areas, natural resources and unforeseeable (drought and floods).

- The sectoral approach applied to agricultural development.

- The lack of consideration of the multifunctional role of farmers and rural workers

- The failure to guarantee the sustainability of the current means of production resulting in the loss of confidence in the future and the desertion of the least protected rural communities, for the lack of the right governance.

The degradation of soil by erosion and desertification has been estimated to imply a cost of nearly 1 billion Euros. per annum while resulting annual farm production losses could reach 3 billion euros.

II. Challenges:

The main challenges to be met in order to control these risks are:

- To guarantee the sustainable management of rural areas by controlling the spatial dynamics, reducing the extent of environmental degradation, and encouraging protection and conservation of these areas, and their biodiversity by inter alia eliminating monocultures in sensitive areas.

- To guarantee a dignified standard of living and quality of life for the rural population by reducing inequalities with the urban population in terms of basic infrastructure, education, the fight against poverty and unemployment, and by organizing an effective solidarity between cities and their hinterlands. There is a special need to encourage young people to seek employment in agriculture and to promote agriculture and farm diversification as a viable form of business.

- To opt for rational agriculture aimed at increasing agricultural productivity but bearing in mind its multifunctionality (ecological, social, residential and recreational roles), in addition to its role in food security.

This approach would call for a diversification of agricultural and rural activities, adoption of environmentally benign farming methods such as organic farming, assistance for those

affected by future trade liberalization and a serious effort to delink growth in agricultural production from the demand for natural resources,

- To promote the dietary advantages of the Mediterranean diet, and the specific properties of products, by introducing a labelling and guarantee system for origin and quality similar to the EU system peri-urban agriculture, the revival of traditional wisdom in the management of roads and paths and in general in the relationship between the Mediterranean population and the natural environment it has transformed,

- To combat negative tendencies and lessen the internal dualities by organizing a collective, professional and social dynamic to promote integrated approaches based on participation

III. Actions:

- **For the sustainable management of rural areas and the Mediterranean environment.**

• Sustainably manage irrigated land (20.5 million hectares) by saving water, controlling the excessive use of chemical fertilisers and pesticides, by developing small and medium water supply projects and practising the necessary drainage to prevent soil salinization.

• Safeguard fertile peri-urban areas threatened by urban sprawl and infrastructures by protecting peri-urban agriculture and motivating its actors (losses to urbanisation are estimated at 1.7 million hectares by 2025).

• Protect arable land, land bordering paths and woodlands from the risks of degradation by erosion and desertification (1.2 billion dollars of losses annually), against deforestation, losses of biodiversity and risks of fire.

• Promote the ecological role (regulation of water cycles and biodiversity) and recreational role (residential and leisure) of the natural environment and the concepts of conservation and restoration of ecosystems by means of policies favouring biosphere reserves and regional natural parks.

• Convert the rural area management scheme into a guidance document to serve as a roadmap for state policy for long-term coherent and sustainable development.

• Ease pressure on threatened land in foothills where unproductive marginal subsistence agriculture clashes with excessive animal husbandry.

- Ban harmful or hazardous crop practices that impoverish resources despite corrective measures.

- Conserve agricultural heritage and landscapes of unique natural beauty

➢ **For the acceleration of the social development of the rural population.**

- Attenuate the social and cultural marginalization of the rural population by the introduction of facilities in remote areas and a social restructuring of rural poles by fostering agro-tourism and rural tourism, traditional handicraft activities and traditional agricultural products, recreational activities and a housing boom.

- Take into consideration the major social function of rural areas in terms of jobs, the demographic balance between urban and rural and the prevention of migration from the countryside and the country.

- Combat all forms of rural poverty by means of a fair land ownership policy which prevents excessive capital concentrations and the splitting up of small farms.

- Promote an interventionist policy to combat dispersed and rudimentary housing to enable the rural population to have access to education and basic services.

- Guarantee minimal social cover for the rural population and enable it to benefit from national solidarity in the event of natural disasters.

- Make a typological classification of similar issues affecting rural areas in terms of natural resources, jobs, and living conditions, so that they may be addressed by similar approaches in terms of development and management, improving the plight of beneficiary populations.

- Assist farmers' associations and cooperatives

- Considering that the "environment services" are not remunerated to their producers but the whole community takes advantage from their positive effects on the environment, to study a methodology to evaluate the economical value of the those services generated by the agriculture activity and to accordingly remunerate farmers.

➢ **For the promotion of a productive and rational agriculture.**

- Enhance as far as possible the use of rainwater and irrigation water, brackish and waste water, by means of a sensible resource allocation policy (quantity and quality) aimed at the optimising farm profits and a pricing system serving demand management.

- Diversify the rural economy, taking into consideration regional disparities by improving functioning of domestic markets, by enhancing organic farming and production of specific local products by a controlled labelling/nomenclature policy .

- Re-examine the intensive production-based farming model whose perverse effects in terms of chemical pollution obviously rule out any sustainability. The need for alternative agriculture integrating the multifunctional dimension of this activity to attenuate its internal dualities.

- Win the productivity battle, the opening up to the market economy and the export of products with a comparative advantage thanks to sustained and progressive institutional, logistical and technical support within the perspective of trade liberalisation.

- Delink increasing farm production from increasing natural resources use through an interventionist policy internalising the environmental costs and rewarding positive externalities.

- Rationally manage the decline in the North and the overexploitation of agriculture and animal husbandry in marginal areas of the South and East.

- Promote the professional training of farmers and their participation in quality improvement programmes

➢ **For the enhancement of the specific features of the Mediterranean and its authenticity.**

- Spell out the challenges facing rational farming and sustainable rural development to win the fight for jobs, guarantee fair regional development, promote the integration of rural territories into the Mediterranean economy and guarantee sustainable natural resources for the future generations.

- Promote the "Mediterranean character" of specific farm products (wines, olive oil, vegetables, fruit, flowers) and the diet low in animal products as a lever for the development of Mediterranean farm exports.

- Revive the favourable ancestral practices of farmers in their relationship with the natural environment.

- **For local governance and responsible rural development.**

  - Recognize the role of Mediterranean farmers and foresters as agents of local sustainable development and not only as producers: participatory management of natural resources, basin management.

  - Complement the sectoral approach, which reflects the vertical integration of food and farming production by a territorial approach reflecting the horizontal integration by giving the priority to local development.

  - Make regional planning a tool to assist with decision-making for decentralization, integration, partnership and local governance.

  - Reorient the Euro-Mediterranean Partnership within a sustainable development framework

IV. Means:

Legislative regulatory, institutional, human or financial means should be mobilized within the framework of a renewed agricultural policy carry out these actions. This policy would be aimed at removing obstacles to the vital renewal of production systems until the agricultural market is opened, to guarantee their sustainability and promote a fairer regional development.

This policy would:

- take fully into consideration the multiple non-mercantile roles of the countryside (social and environmental in particular), in addition to the food production role.

- replace the traditional sectoral approaches by a territorial approach taking into consideration the priority needs of each rural area in terms of development.

- create for this purpose a favourable institutional, legislative and fiscal framework enabling the flexible and decentralized use of the considerable interministerial or regional funds required by these programmes.

- bring about the right conditions to disassociate farm production from the degradation of resources by means of reforms to the promoted within the framework of the Euro-Mediterranean partnership.

ANNEX I

SARD-RELEVANT INITIATIVES IN THE MEDITERRANEAN AREA

There a number of SARD-relevant initiatives:

At the policy level

- The European Commission will be presenting a communication in the autumn with proposals for a new rural development policy for EU 25
- proposals for SARD in the Euromediterranean area, in accordance with the recommendations of the First Conference of Euromediterranean Agriculture Ministers, Venice 26 November 2003, will be developed on the basis of the above EC communication
- Proposals are also being developed by the EC for agricultural trade liberalisation under the bilateral Association agreements within the Euromediterranean Partnership
- Arab countries in the Near East and North Africa have started to implement the recommendations of the 27th FAO conference of ministers of agriculture of the Near East and North Africa (Qatar 13-17 March 2004)
- The Blue Plan has submitted its Environment and Development Report to governments in July for review and comment, with the final version emerging in December. The report will comprehensively address SARD issues in the Mediterranean region.
- The Euromed. Committee of the European Economic and Social Committee is addressing on agricultural development and food security issues in the region
- The Med. Component of the EU water initiative is starting up

At the project/programme level

- projects directly relating to SARD as a whole, or one of its components are being carried out in South and East Mediterranean Contracting Parties by UN organisations, the World Bank, the Euromediterranean Partnership's SMAP programme, bilateral aid donors, MEDWET (project on Agriculture, Water and Wetlands) and specialised centres such as the International Centre for Agricultural Research in Dry Areas (ICARDA) under its Maghreb/Mashreq programme, and the West Asia/North Africa CCD Office of UNDP..

At the NGO/networking level

- The Global Water Partnership-Mediterranean, serviced by MIO, is focusing on policy issues relating to water use.

- .The Near East and North Africa Regional Network for Agricultural Policies – NENARNAP – was recently established

- A number of other networks relating to agriculture also exist:

  - AARINENA Association of Agricultural Research Institutions in the Near East & North Africa
  - AFMANENA The Agricultural Food Marketing Association. for the Near East and North Africa
  - NENARACA Near East North Africa Regional Agricultural Credit Association.
  - SILVA MEDITERRANEAN networks forestry organisations
  - Mediterranean Environmental NGOs and networks, such as Mediterranean Information Office for Environment, Culture and Sustainable Development (MIO-ECSDE), Friends of the Earth (MEDNET), ENDA-Maghreb, WWF, Arab Network for Environment and Development (RAED) are focusing on a number of SARD related issues and belong to the Comite de Suivi network of networks, which monitors the SMAP and the Euromed. Partnership
  - The International Federation of Agricultural Producers has a Mediterranean Committee.

C. SUSTAINABLE MANAGEMENT OF URBAN DEVELOPMENT

I. The facts and what is at stake:

Seven per cent (7%) of the world population (428 millions) lives in Mediterranean countries, 145 millions of them in coastal areas. Both the south and the east of the region witnessed major demographic increases resulting in a rapid increase of urban population. Urbanised areas have increased enormously with informal/illegal housing sheltering 30 to 70% of the population and a strong trend towards littoralisation/coastalization to the detriment of farmland (estimated to amount to a loss of 116km2 a year).

Tourism, which represents 15% of the Mediterraneans earnings from the export of goods and services, also aggravates urban pressure and contributes to the artificialization of the coasts..

The insufficient overall social progress made to date, and the extremely high unemployment rate in countries of the south and east (20 to 30%) does not help to eradicate the chronic absolute poverty affecting 30% of the population and preventing 30 million people in the region from having access to clean drinking water and basic sanitation.

Pressure on urban development is forecast to increase even further by 2025 despite the more favourable demographic prospects in terms of convergence of fertility rates. Another104 millions city dwellers are expected in the Mediterranean, bringing the total urban population from the present 274 million to 378 million and the urbanization rate from 64% to 72%.

80 million new jobs need to be created in the southern and eastern countries.

By 2025, another 273 million tourists will need to be catered for, every year creating more tensions in terms of demand for energy, drinking water and transport, calling for major infrastructures in the coastal areas, above all.

Apart from the aggravation of water pollution (return of untreated waste water into surface and ground waters estimated at 30 billion cubic metres a year), the volume of urban waste is estimated at 221 million tonnes and CO2 emissions at 1398 million tonnes.

Reduction at source and waste recycling are likely to account for 6 million tonnes a year by 2025, resulting in an annual saving of 3.8 billion dollars.

Urban development is inevitably linked to increased transport and energy consumption leading to air pollution. An 8% reduction in the growth of passenger road traffic and 11% of freight road traffic by increasing the share of rail transport from 5% to 20% would cut pollution (180 000 tonnes of Nox) and congestion costs (41 billion dollars). .A 20 to 25% saving in the use of fossil fuel energy and the use of as much as 11% of renewable energy by 2025 would result in savings of 208 million TEP or 18 billion euros per annum, and a 25% reduction in CO2 emissions (858 million tonnes).

Careful planning for Sustainable Development in the cities with effective protection of the environment and natural resources is necessary together with due attention to land use. Poverty alleviation and the promotion of public health based on and promoting public participation and consultation with municipalities, NGOs and all relevant stakeholders is the

pre-requisite to address the complex problems mentioned. This is not current practice in the Mediterranean.

In these conditions, the main risks of the current trends to be controlled are:

1/ The sizeable demographic growth, accelerated urban sprawl, rapid littoralisation/coastalization and metropolization, the increased infrastructure needs (transport, energy, housing, tourism) and increased natural resources demand (water and energy), the generation of more waste (solid waste, waste water, gas emissions), and increased hazards and accidents.

2/ Unemployment despite sustained economic growth, urban poverty, social exclusion and marginalisation, unequal access to basic services, community introspection, security-led reflexes and compartmentalization of urban areas.

3/ Insufficient entrepreneurship, low productivity, low competitiveness and inventiveness, the risk of exclusions due to liberalisation of economies and globalization, ndustrial delocalization and profit-based economics.

4/ The risks of excessive nationalism and community-based extremism, racial and gender discrimination.

5/ Inadequate governance, excessive centralisation, low participation by civil society translated into deficient urban management.

II. <u>Challenges and objectives</u>:

The challenges to be met in order to control these risks are, above all:

1/ control of the demographic transition, restriction of urbanization, balanced regional development, strengthened infrastructures, control of the growth in demand for energy and water, reduction and improvement of waste management , prevention of , the objective being the sustainable management of urban development.

2/ Develop rural areas through the design of regional and local plans aiming at enhancing infrastructure and services of these areas. Pay due attention to the importance of poor residential areas by enhancing necessary infrastructures.

3/ promote social solidarity, help the less well-off to gain access to drinking water and sewage, help cities and towns to play their role in social integration of new urban dwellers, the objective being social equality in the urban environment.

4/ encourage innovation and entrepreneurship (SMEs) to improve competitiveness so as to benefit from trade liberalisation and globalisation, control any negative impacts of

delocalizations and diversify productive activities, the objective being to kick-start the urban economy.

5/ increase the number of cultural exchanges, promote the value of tolerance and mutual understanding. Enliven public areas in cities and in particular in multicultural urban centers so that they become meeting places and evoke collective memories, the objective being the development of a Mediterranean eco-citizen culture.

6/ improve city governance by increasing the delegation of prerogatives and means to the local authorities, preserve the quality of life in urban areas and adopt an anticipatory approach to problems, the objective being a more efficient urban management.

III. Actions:

The actions to be undertaken to meet this objectives are of different kinds:

1/ For the sustainable management of urban development

1.1 Facilitate a smooth current demographic transition as already observed at present in order to control the still strong population growth trend in the countries of the south and east, by means of a tailored family planning policy aimed at reducing fertility rates.

1.2 Counter trends towards metropolisation and coastalization which widen territorial imbalances by means of proper land planning, ensuring balanced regional development, by supporting medium-sized and inland towns.

1.3 Fight excessive urban sprawl now encroaching on productive rural areas, due to the dispersal of activities and the dynamism of spontaneous housing, by controlling urban growth employing appropriate planning for urban development and interventionist policies of residential concentration, urban regeneration and a diversification of housing supply in city centres to revive the Mediterranean model of compact cities so as to safeguard nearby farming activities.

1.4 Establish more sustainable urban and peri-urban transport systems based on a rational concept which integrates transport planning with urban planning, encouraging less polluting and more affordable public transport.

1.5 Reinforce vital basic service infrastructures for energy, drinking water and sewerage, in particular, and co-ordinate actions aimed at reducing the discrepancy between water and housing policies.

1.6 Control the increase in the volume of household waste by means of an interventionist policy (including incentives, eco-taxes etc.) aimed at changing individual and

collective behaviour regarding consumption and packaging so as to reduce waste at source, facilitate recycling and reduce the cost of waste processing.

1.7 Protect public health by means of efficient protection of air quality thanks to the limitations on circulation of private vehicles, the promotion of ecological cars, bans on open air incineration and the use of renewable energy to reduce the emissions of greenhouse gases.(see relevant note)

1.8 Prevention and management of natural and technological risks by respecting urban planning which excludes constructions in areas prone to flooding, by applying anti-seismic construction standards, by assessing and reducing vulnerability to major risks. Addressing risks by integrating them in development and land planning programmes at all scales.

2/ For social equality in urban areas

2.1 Counter socio-economic exclusion and drastically reduce urban poverty by creating social solidarity and labour reinsertion networks.

2.2 Improve institutions and make the management of urban public services more flexible, to ease the access of less well off households to drinking water, sanitation energy and basic health care at affordable price. Implement the relevant Millennium Development Goals and the Johannesburg Plan of Implementation to halve by 2025 the proportion of these households without access to drinking water and sanitation..

2.3 Enable cities to play to the full their part in social support of uprooted poor people facilitating their, properly understood assimilation to the norms and rules of urban society and work.

2.4 Promote a council housing policy favouring urban mixing.

3/ To kick-start the urban economy

3.1 Give a considerable political boost to enable enterprises to promote cleaner production by using fewer raw materials and producing less waste, using appropriate technologies including as much as possible technological innovations and improving their position on the world markets.

3.2 Encouraging the spirit of enterprise among the young in order to increase and diversify activities responding to new needs and drawing on new communication technologies such as teleworking and teleteaching to offset the impact of delocalization.

3.3 Continue to lend support and make vital structural reforms and technical improvements to reduce the unremitting vulnerability of enterprises in the face of international competition, and promote regional co-operation to support Mediterranean products.

3.4 Improve tourism services, in cities, and increase the professionalism of operators to significantly diversify products to bring about more cultural, scientific and ecological tourism.

3.5 Rationalise the establishment of polluting industrial plans by respecting relevant urban planning and controling the nuisances caused by their activities, preserving the quality of life of the public.

4/ For the development of the eco-citizen culture

4.1 Organise cultural interactions between the various ethnic and community components of large multiculturalmetropoles to avoid urban fragmentation, centrifugal territorial trends, exclusion and inward-looking attitudes.

4.2 Promote values of tolerance, respect for urban cultural heritage and public property and encourage responsible behaviour towards others, institutions and the environment.

4.3 Enliven neighbourhoods, the basis of any public space policy, and provide for public spaces which are neglected into inviting sites for movement, cultural exchanges, meeting and the evocation of collective memory.

5/ For decentralization in order to make urban management more efficient

5.1 Support meaningful administrative decentralization which devolves power to local authorities by bringing about a genuine decentralization of human and financial means so that they can be accountable for their management to their constituencies.

5.2 Promote the development of intercommunality to bring down the cost of vital but burdensome materials and facilities.

5.3 Develop partnerships between the public authorities and the private sector, exploring and employing all appropriate methods including contractually delegated management, concessions and privatization conducted with due respect of public service norms and under public supervision..

5.4 Promote concerted approaches to sustainable urban development through local Agendas 21, which could genuinely enable integrated participatory and anticipatory approaches to improve the management of urban communities.

5.5 Suggest specific arrangements for decompartmentalisation in order to bring about co-operation between different services, agencies and other bodies operating on the same territory, to promote integrated policies which take into account the many different sectoral approaches and aim for the regeneration and renewal of town and cities.

5.6 Enhance participation by securing the needed institutional and funding provisions.

IV. Means:

In order to carry out necessary actions, a range of legislative/regulatory/institutional and financial measures will have to be taken as part of an ambitious urban policy

This policy would aim to harness urban dynamism by benefiting from all possible forms of support from state/local authorities, NGOs, civil society and the private sector.

In other words:

- decentralisation should be considered and promoted as appropriate, entailing the political and financial devolution and fair distribution of power and a fair division as a possible response. Decentralisation also means accountability and responsibility. Decentralisation of environmental management should be an integral part of the process so as to ensure environmental aspects are mainstreamed into the plans of other sectors. This is the core tool for sustainable development.

    - Take into account community needs as closely as possible to reality
    - Respond to the withdrawal of state support
    - Bring decision-making levels closer to decision-implementation .
    - Provide incentives and remove obstacles to facilitate private investment

- intercommunal co-operation should be encouraged, as a possible response,

    - to address the increased number of municipalities without qualified human resources in terms of planning and delivering urban services,
    - to control investment costs per capita and to meet community needs.

- partnerships between the private and public sectors should be facilitated,

    - to attenuate the discrepancy between investment needs and capacities,
    - to reduce the imbalances between towns and cities or more and less prosperous neighbourhoods by improving the conditions in the less privileged ones.

- opt for concerted approaches to sustainable urban development which emphasises the quality of life, the response the climate change the improvement of environmental services and clean production.

- encourage national level effective forms of vertical co-operation between the different levels of political and administrative decision-making (principle of subsidiarity) and horizontal or intersectoral co-operation to overcome compartmentalisation and sectoral approaches in planning and implementation of policies (housing, urban planning,

transport, environment, social affairs, etc.) thanks to specific arrangements which guarantee a certain transversality.

- strengthen the urban dimension of the MEDA programme of the Euro-Mediterranean Partnership, to hasten the rehabilitation of less prosperous neighbourhoods, access by poor people to drinking water and sanitation, and the renovation of ageing infrastructures.

- Develop North-South exchange flows and decentralized co-operation between Mediterranean cities, by fostering twinning operations and thematic networks, and by mobilizing all stakeholders in the southern countries to take up opportunities offered by European programmes and structural funds.

D. ENERGY

I. The facts and what is at stake

Energy consumption is on the increase in all Mediterranean countries, as a consequence of:

- demographic growth, especially in the south and east,
- of economic development,
- of improved social well-being.

A number of Mediterranean countries have considerably higher energy intensity ratios than EU countries, indicating possible inefficiencies in production/ transmission and/ or use of energies and outdated technologies

A Euromediterranean energy plan for 2003-2006 was adopted by Euromediterranean Energy ministers in May 2003, with complementary decisions taken in December 2003, with a strong focus on developing increased supplies of oil/gas to EU, sub-regional and North-South electricity and pipeline interconnections.

In its forthcoming Environment and Development Report, the Blue Plan advocates an alternative energy scenario, based on rational use of energy underpinned by an ambitious development of renewable energies, energy efficiency, demand side management, involving a rethinking of the entire energy path, which will result in far lower investment costs and environmental impacts.

The present situation:

- makes the region increasingly dependent on external sources to meet demand, incurring potential economic and political risks in particular as regards dependence on fossil fuels
- It is also a fundamental cause of the increase in atmospheric pollution, especially in urban areas, with consequences for public health and on the local climate in the long term, and thus implying environmental, economic and social impacts
- it involves very high financial/investment costs for meeting projected business as usual energy demand in future decades

A moderation in the growth of energy demand is therefore essential along with the search for decreased dependence on external supplies as well as fair access for the many people in the eastern and southern Mediterranean who are still deprived of adequate energy services..

II. Challenges

1. Establish a framework for a regional sustainable energy policy based on the precautionary principle, security and diversification of supply, strong development of renewable energy sources and energy efficiency, environmental protection, and meeting of social and economic development needs.
2. Improve efficiency of energy use

3. Promote the use of renewable energies.
4. Foster energy access for low-income groups with little or no access at present
5. Learn and promote traditional energy saving practices and adapt them to modern bioclimatic architecture and other applications.

III Objectives and Means

Objective 1: Establish a framework for regional sustainable energy policy.

According to the final Declaration of the 2nd Euromediterranean conference of Environment Ministers, Athens July 2002, the MSSD should become the Sustainable Development Strategy of the Euromediterranean Partnership. The recommendations were formally endorsed by the Barcelona VII meeting (December 2003) of Euro-Mediterranean foreign ministers in Naples, in the President's Conclusions.

The Energy component of the MSSD must facilitate maximum synergies and harmonization of subsequent activities at the regional/national level with the Euromediterranean Energy Plan (adopted May 2003) and supporting measures adopted by EMP Energy Ministers (December 2003), so that activities under both can result in delivering a sustainable energy policy for the region.

The MSSD energy component should also reflect and facilitate the fulfillment of commitments made at the International Conference on Renewable Energies, (Bonn 2004).

Objective 2: Improve energy use efficiency

It is vital to make very substantial gains in terms of energy efficiency which could attain at least 20% of total projected demand by 2025. This would involve inter alia a major development and application of Demand Side Management/Rational Use of Energy strategies,

For consumers, DSM would include incentives to modify their levels and patterns of electricity consumption via inter alia energy efficiency programmes, peak load reduction programmes and load shape flexibility.

In view of the importance of desalination in the region and ever-increasing reliance on energy, measures aimed at increasing the energy efficiency of the desalination process, water conservation and water efficiency initiatives that reduce the demand for water may also be considered for inclusion.

Extensive energy efficiency policies throughout the region could lead to savings of an average of some 18 billion euros a year 2025 while limiting the environmental impact generated by the creation of supplementary supply infrastructures and moderating the growth in the region's energy dependence.

2.a. in buildings.

The region's urban population is projected to grow by 100 million inhabitants over the coming 20 years, especially in the south and east, generating a considerable activity in terms of construction for both residential and commercial use. Very substantial savings could be made through the following:

- improved insulation in construction by generalizing simple insulation norms,
- use of classical processes in traditional Mediterranean architecture for the purpose of moderating interior temperatures of all kinds of buildings, no longer using "modern" architecture with too much glass,
- adoption of state of the art 'passive solar' construction technologies (bioclimatic architecture) already applied successfully in other parts of the world.
- generalization of low consumption norms for domestic appliances, lighting, air conditioning and heating, office equipment and lifts
- full use should be made of the lessons and results of the MEDA MED-ENEC project to improve energy efficiency in construction

2.b. in the industrial sector.

Measures would include

- legislative and economic measures to stimulate industry to reduce its energy consumption and adopt energy efficient practices and conservation measures;
- dissemination of information,
- voluntary agreements with industry to increase its energy efficiency;
- promotion of adoption of environmental management systems by industry.
- Application of Energy Impact Assessments as part of Environmental Impact Assessments of major projects at the planning stage
- encouragement of the adoption of cleaner production processes, which save energy and are profitable in the fairly short term making full use of technologies developed by CP/RAC, other research centres and available from EU countries.

2.c. in the energy production sector

- improve energy yields of existing production units,
- diversify systems, for example by developing cogeneration, and small-scale decentralized systems, in particular for rural areas
- improve the efficiency of electricity transmission networks, by improving the management of losses along cables and developing interconnections, where the latter are economically advantageous in cost-benefit terms.
- use photovoltaic arrays to meet peak load demand especially for air conditioning in summer months, for major buildings (government, hotels, tourist facililties etc)
- use photovoltaic arrays for urban street lights and telephone booths

2.d. in the transport sector

- encourage the use of public transport, and cycling where appropriate
- generalize use of 'clean fuels' in public transport
- carefully evaluate alternative road vs rail/tram options in terms of environmental impact, fuel costs, including related import costs where relevant, as well as overall financial, economic and social costs/benefits
- promote more efficient personal mobility, including pedestrianised urban sectors, park and ride schemes and commuter car pooling
- develop education in regulatory measures relating to speed limits and arrangements to ensure they are respected (awareness combined with enforcement).
- provide incentives to car owners to acquire hybrid or electric cars, and disincentives to acquire energy inefficient vehicles eg SUVs
- build on relevant best practices developed in other countries

Objective 3. Promote systematically renewable energies.
The deployment of renewable energy technologies has high potential to assist the acceleration of socio-economic development by providing an economically viable energy supply, encouraging regional co-operation and creating international networks; to help improving living conditions by providing access to energy in rural communities that cannot be economically connected to national grids; to increase the employment level, also contributing to the greenhouse gas emissions reduction and facilitating energy security.

A regional target for the share of renewable energies in total supplies could be set for the years 2010 and 2025, bearing in mind targets of 10 to 12% in 2025 already set by some south Mediterranean countries, the potential visualized in the Blue Plan's Environment and Development Report, the existing EU target for 2010, and EU targets due to be set subsequently for 2020..

Full use should be made of lessons and results of the recently completed MEDA project entitled "Applications Of Solar Thermal Energy In The Mediterranean Basin – ASTEMB)"

Full use should also be made of the experience and outcome of the MEDREP project led by Italy (aiming to supply 65 million consumers in the North Mediterranean and 35 million in the South Mediterranean with energy derived from renewable sources by 2010)

Innovative financial mechanisms to mobilize public and private funding for renewable energies development should be established at regional and national level.

The types of technologies to be promoted include :

- Wind power, which has particular potential in certain regions making yield and profitability competitive
- Use of wind/solar energy for seawater desalination
- Solar thermal and photovoltaic systems, whose application is efficient in small decentralized units
- Concentrated solar power for large-scale electricity generation
- Biomass.
- Geothermal
- Mini and Micro hydro power plants
- Co-generation.
- Energy production from waste incineration
- Hydrogen, a longer term prospect but the eco-region should be closely involved in the relevant research and applications including that relating to possible production using solar power to break down water into hydrogen and oxygen, and export of surplus hydrogen supplies to Europe via pipeline (cf the TREC project).

Technologies for Energy generation from waves and sea temperature variations are worth exploring at experimental and pilot level.

Objective 4 : Foster access to energy services by low-income groups

Eighteen million inhabitants of the Mediterranean region still have no access to electricity; on present trends, this may increase by a further 100 million by 2025. The development of decentralized energy production units should be a partial solution at least to this problem.

III. Obstacles to be removed, means of action

1. Obstacles

- Lack of communication and co-operation between energy ministers and ministries of the environment on priorities and on what is at stake in terms of energy,
- The difficulty of passing on the real cost of energy to users, viz by internalizing all externalities in the final consumer price; this price to include full production and distribution costs, investment costs - which is particularly costly in large units - as well as the costs of the environmental impact,
- The need to make available basic energy supplies below cost (viz with subsidies) to low-income groups
- The lack of suitable long-term financial instruments and/or sufficient financial resources for actions to improve and insulate existing buildings and finance energy saving installations/equipment,
- The start-up and production cost of renewable energies are often higher than those of fossil fuels (whose production and use is frequently subsidized, and whose price do not reflect true economic/environmental costs),
- The environmental impact of some types of production units for renewable energies,

2. Means of action

- A regional/national sustainable energy policy framework based on the precautionary principle, environmental protection, security of supply, critical assessment of energy impacts of proposed projects/programmes and least-cost, maximum efficiency delivery of energy services to all consumers
- A policy of education and awareness raising in energy-related issues, the real cost of energy and energy controls: awareness of industrialists and households, improved training for professionals (architects, energy professionals),
- The full implementation of Kyoto Protocol's Clean Development Mechanism which could contribute both to the sustainable development in the developing countries of the Mediterranean and to the compliance with the Kyoto Protocol in the industrialized Mediterranean countries.
- A policy of promotion of participatatory approaches in cities and towns to establish and disseminate energy saving strategies, plans and action programmes.
- A dynamic, modulated pricing policy: energy prices must be a key element enabling the adoption of energy efficiency measures and progressive pricing, according to amounts consumed, with low price bands to meet the basic needs of low-income consumers
- An improvement of institutional systems (eg. establishment or integration of energy efficiency agencies with other relevant agencies and ministries) could be an appropriate tool for sending strong signals to encourage the adoption of energy efficiency measures and for the enactment of legal measures (such as public procurement tenders favoring energy-efficient bids),
- A policy of financial support for renewable energies, Purchase of energy from renewable energy sources, Promotion of decentralized production in rural areas,
- The promotion of development policies aligned with the provisions of the UN Framework Convention on Climate Change and its Kyoto Protocol serving to both mitigate growth in GHG emissions and adapt to expected climate change impacts.

The establishment and monitoring of indicators such as energy intensity (energy consumption/GDP).

- The development of private-public and public-public partnerships, taking into account the policy recommendations of the World Summit for Sustainable Development Johannesburg, 2002 and the International Action Programme of the 2004 International Conference for Renewable Energy.
- Support to regional centers, such as, the Mediterranean Renewable Energy Centre (MEDREC) based in Tunisia, for training, information dissemination, networking and development of pilot projects in the framework of energy efficiency and renewable energy to foster the renewable energy penetration in the energy markets of the Region.
- The establishment and monitoring of indicators such as that of energy intensity (energy consumption/GDP).

E. SUSTAINABLE TRANSPORT

I. The facts and what is at stake

Demographic growth and economic and social development inevitably trigger the movement of people and goods:

1. Land Transport
   - While economic growth implies increased goods transport the challenge is to optimise it,
   - Passenger transport has two origins, necessary for work reasons and voluntary for leisure purposes. Moderating the former requires an interventionist strategy while optimizing the latter, which may offer to the region a fundamental source of income, is also possible.
   - The urban sprawl has created transport congestion in many urban areas reducing the functionality of the urban system and urban air quality.
   - Future transport flows can be moderated by spatial planning, including policies relating to location of industrial units, shopping and residential areas, as well as an intermodal and integrated approach to transport planning
   - If the proposed Euromediterranean Free Trade Area under the Euro-Mediterranean Partnership is implemented, there will be very considerable impacts on transport flows, both North-South and South-South.(Indicators of such impacts are expected to emerge from the on-going Sustainability Impact Assessment of the EMFTA being conducted by the Manchester University UK on behalf of the European Commission).
   - The Blue Plan RAC of MAP in its Environment and Development Report to be issued shortly has proposed an Alternative Scenario for Regional Transport to the baseline scenario for Mediterranean Transport, comprising new technologies, sustainable industrial development and planning which should undergird the MSSD
   - A Euromediterranean Transport activity is being developed under the Euromediterranean Partnership which involves directly 16 of the 22 Contracting Parties and the establishment of a Regional Plan of Action

2. Maritime transport

The Mediterranean Sea is one of the busiest seaways for tanker traffic, merchant ships, as well as for cruise and other passenger ships. Ship generated pollution including both, accidental oil spills and illegal operational discharges are considered to present major threats for the marine environment in the region. This is mainly due to inadequate implementation of international Conventions and Protocols, insufficient compliance of maritime administrations with their obligations as flag State, port State and coastal State, lack of reception facilities in ports, poor control of maritime traffic and poor surveillance of illicit discharges. Nevertheless, maritime transport contributes only 6% to the transport of regional goods.

II. Challenges-Objectives

1. Land Transport

Objective 1: Develop alternatives to increased motorized transport

The aim is to try to decouple increased mobility from GDP by growth. (however, this decoupling cannot apply fully to transport of basic goods - food, etc.) by:

- developing the use of new information technologies to limit movements, such as teleworking, carrying out administrative operations over the Internet and developing teleconferences as a substitute for business trips,
- In towns and cities, encourage walking and bicycles;
- Establish plans for urban travel, developing traffic systems, pedestrianization and cycle paths, and mechanical means for pedestrians such as public lifts and moving pavements.

Objective 2: Encourage the diversification of supply of transport and intermodality

- For goods: wherever possible favour rail transport and rail-road-ship intermodality,
- In town and cities encourage freight and degrouping platforms,
- Internalise the cost of infrastructures used for goods haulage by road,
- For people: encourage the development of the use of public transport as an alternative to private cars, especially in towns and cities,
- Develop high-speed rail links between cities,
- Develop light railways, metros and trams in towns and cities,
- Develop classic public transport networks,
- Develop eco-friendly practices such as car-sharing, request buses and collective taxis.

2. Maritime Transport:

The maritime space of the Mediterranean is shared by all countries in the region and they therefore need to agree on the common objectives for its sustainable use. For this purpose, it is necessary:

- Improve safety by reducing pollution from ships, and enforce the ban on illegal discharges, by proactive promotion of and adherence to existing IMO legal instruments and Barcelona Convention and its Prevention and Emergency Protocol as well as programmes and regional instruments developed by REMPEC,

- Develop maritime transport, in particular short sea shipping and ferries as a substitute for land and even air transport

- Ensure that the region's concerns and interests are fully reflected in the future EU Marine Strategy being developed, by active participation of non-EU Mediterranean

countries in its preparation, as provided for under the final Declaration of the 13th Conference of Contracting Parties to the Barcelona Convention

- Engage in discussions with the EU on the 'Motorways of the Sea programme to ensure that south Mediterranean countries derive maximum benefits and minimise eventual disadvantages

Objective 1: Improve maritime safety to reduce risks and marine pollution:

Mediterranean shipping, especially transit, is considerable, in particular due to the high proportion of world oil traffic passing through the Mediterranean Sea area. The safety of merchant shipping must be strengthened in order to reduce operational pollution and the risk of accidental pollution and their consequences for the marine and coastal environment (with a view to achieving a five-fold reduction in the volume of pollutant emissions into the sea by 2025

Objective 2: Strengthen maritime transport as a sustainable complement or substitute for land or air transport

- Short sea and coastal shipping could be a means of reducing land transport of goods in coastal areas which are already overloaded. The 6% total share of maritime transport in regional goods traffic could be at least doubled.
- Development of passenger shipping, in particular on high speed vessels, could help to replace air transport for many Mediterranean islands.

In achieving these two objectives the coastal States should take necessary precautions in order to avoid transferring pollution from land to sea.

III. Obstacles to be removed - Means of action

1. Obstacles

- Maritime transport is still influenced by the operation of open registers, which although economically important for the countries are often perceived as less stringent in the enforcement of international maritime standards.
- The major part of the regional merchant fleet comprises old vessels and technical controls are insufficient.
- Although there is a continuous development of international maritime law, one of the main principles on which it is based remains the freedom of the high seas.
- Multimodal goods transport is complex and costly to put in place.
- The cost of rail infrastructures is very high.
- Citizens are still quite unaware of the real cost in financial or human terms of their own travel and it is difficult to internalize the cost of the infrastructures they use.
- Local authorities lack the political expertise, will and financial means to implement travel policies.
- Private cars are seen as a sign of freedom and are an extremely flexible means of transport, are "competitive" compared with public transport which is often too unattractive, in terms of speed, and personal comfort.
- "Ecofriendly" travel means are costly to operate; "clean" cars are more expensive to buy and maintain than conventional vehicles.
- New information technologies are still not sufficiently available in certain countries.

2. Means of action

In land transport

- Forceful political choices: reducing development and use of road infrastructures in favour of rail
- Promoting urban mobility plans to be developed by the municipalities of big and medium cities in co-ordination with national authorities.
- Making people aware of their everyday marginal travel costs, in some cases it may be cheaper to use public transport whereas on others, it may be more convenient to use the car.
- Cross financing by using resources obtained from road traffic and developing private concession investments
- Improving safety of road systems to reduce accidents
- Improving education about the human costs of accidents and the health consequences of the resulting pollution from road traffic. Raising awareness and increasing training in transport issues, even in schools
- Improving training for local officials; giving local authorities state help to carry out sustainable transport works
- Putting in place strict regulatory measures to enforce speed restrictions with effective controls and severe penalties when contravened.
- Using pricing and taxation tools - making paid parking in towns and cities
    - modulated motorway tolls at marginal cost (peak travel times)
    - city congestion tolls
    - fuel taxes
    - vehicle taxes by tonnage
    - financial aid for acquiring clean vehicles
    - subsidies for use of public transport

In maritime transport

- Ensuring the implementation and strengthening the enforcement of existing international legal instruments. This refers in particular to strict implementation by all Mediterranean countries of the MARPOL 73/78 Convention.
- Enhancing the compliance with international maritime standards with a view to phasing out the operation of substandard ships in the region.
- Widespread introduction of ecological protection areas enabling coastal States to intervene beyond the limits of their respective territorial waters.
- Strengthening national legal systems in order to facilitate prosecution of offenders of international regulations for protection of marine environment.
- Providing ports in the region with adequate reception facilities for ship generated wastes and with waste treatment plants.
- Establishing places of refuge for ships in difficulty.
- Developing control of maritime traffic in the region through the use of Automatic Identification Systems (AIS), Vessel Traffic Systems (VTS) and mandatory ship reporting systems in areas of the Mediterranean Sea with high risk of accidental and operational pollution, including in particular the straits.
- Developing regional or sub-regional plans for combating accidental pollution.
- Engaging local authorities, NGOs, and coastal populations, in general, in national preparedness and response systems and in contingency plans for accidental pollution from ships.

F. ATMOSPHERIC POLLUTION - CLIMATE CHANGE

I. What is at stake

Both phenomena are largely the consequence of increased energy and transport demand. At this stage, of the preparatory process for the MSSD it was considered preferable to deal with them separately.

The countries of North and South are totally out of sync on these issues. Northern countries are well aware of the situation, have accurate assessment statistics at their disposal and have taken numerous measures which have already led to a lessening of emissions responsible for atmospheric pollution. This is not the case for the countries of the southern and eastern Mediterranean; yet atmospheric pollution has considerable effects on human health while the social and economic costs hold back development.

Climate change now seems irreversible, and increasing concern of scientists is reflected at the highest political level (eg in EU Mediterranean and other countries) that change is taking place much faster than foreseen a few years ago. The Kyoto Protocol has been ratified by EU member states, which are applying its provisions pending its entry into force. . However, the Protocol by itself will not reverse a trend affecting all areas in the eco-region, which calls for optimal adaptation as well as mitigation strategies.

Climate change impacts in the Mediterranean region are expected to be severe. Record summer temperatures in the last few years, and reduced or extremely irregular rainfall may indicate that the impacts have already begun. The region may expect the following: higher temperatures, less but perhaps more concentrated rainfall (violent storms), lower soil moisture content, higher evapotranspiration, loss of wetlands, decline or extinction of many endemic species of flora and fauna, including forest dieback, increased desertification and erosion, sea level rise involving loss of coastlines and saline intrusion into coastal water tables, decline of fish stocks due to increased sea temperatures and changes in seawater oxygen content.

The 2nd conference of Euromediterranean Environment ministers (Athens 2002) considered in its Declaration “that dialogue amongst the 27 Partners on the implementation of the UNFCCC and the Kyoto Protocol would be useful. This could address capacity building needs and priorities of Mediterranean countries and exchange views on the Clean Development Mechanism (CDM) under the Kyoto Protocol which is expected to be a vehicle for the transfer of environmentally sound technologies in the Mediterranean area. Such dialogue could also take place both in ad hoc regional meetings and in the context of the Association Agreements.

Efforts are now being made within the Euromed Partnership to mainstream climate change considerations within the implementation of the Association Agreements . The Euro-Med SMAP programme also focuses on a number of topics linked to climate change impacts.

The MSSD should become a synergistic focal point for the harmonisation and complementarity of various on-going initiatives relating to the region.

II. What the objectives are

Objective 1: Improve urban air quality in the southern and eastern countries.

- Encourage the establishment of networks for the purpose of measuring air pollution in the southern and/or eastern Mediterranean countries.
- Generalize epidemiological studies in these countries to establish the correlation between health and air pollution in order to assist decision-making in relation to pollution control.
- Promote Urban Air Quality Diagnostics and Strategies in big cities.

Objective 2: Generalize the application of legislation on reduction of atmospheric pollution

- Foster co-operation between southern countries and northern countries with effective legal instruments, which have given satisfactory results. (for example: European Commission Directives, the Convention on Long range Transboundary Atmsopheric Pollution and its protocols "LRTAP").
- Adapt and apply these legal norms in the southern and eastern countries. These norms must equally address fixed installations such as industrial/commercial units and transport vehicles..
- Make maximum use of clean technologies developed by CP/RAC, other relevant centres, and/or available from EU countries by establishing a systematic and efficient process of transfer of technology
- Conduct Environmental Impact Assessments of major projects to determine the least pollutant technologies to be employed

Objective 3: Generalize public access to environmental information.

- Put in place legal and technical instruments which facilitate public access to information as a right recognized by all decision-makers.

Objective 4: Reduce atmospheric pollution and greenhouse gas emissions resulting from the inappropriate disposal of waste in urban and rural areas.

- Improve the disposal of urban waste, both by 'reduction/re-use/recycling' campaigns and state of the art waste disposal techniques. Attention must also be paid to animal farm wastes.

Objective 5: Develop co-operation using both the machinery of the UN Framework Convention on Climate Change and regional mechanisms

- Although all Mediterranean countries have ratified the UNFCCC ten of them* have not yet ratified the Kyoto Protocol. Since the Protocol will enter into force in early 2005, these countries should be invited by the Bureau of the Contracting Parties to ratify if possible before the adoption of the MSSD, and inform the MAP Secretariat when ratification procedures are initiated and completed.*
- In accordance with the recommendation of the 2nd Conference of Euromediterranean Environment Ministers, a regional dialogue on UNFCCC and Kyoto Protocol implementation should be organised. As on-going process, this dialogue could a)

* *Algeria, Albania, Bosnia-Herzegovina, Croatia, Serbi-Montenegro, Syria, Monaco, Egypt, Lebanon and Lybia*

address capacity building needs and priorities of Mediterranean countries, b) centralise information on national climate change strategies c) address recommendations to regional bodies/programmes dealing with energy, agriculture and transport; d) exchange views on the Clean Development Mechanism (CDM) under the Kyoto Protocol which is expected to be a vehicle for the transfer of environmentally sound technologies in the Mediterranean area.

- Mediterranean countries should actively support the negotiation of deep and rapid GHG emission cuts worldwide with a view to achieving a stabilisation of emission levels at a level considered as minimally safe. They can also consider making additional emission cuts by a target date such as 2025. In accordance with their national circumstances, beyond any commitments undertaken within the UNFCCC and the Kyoto Protocol

Objective 6: Undertake active examination by the MCSD, supported by the MAP Secretariat of the issue of adapting to climate change,

- Establish guidelines for adapting to climate change by joining existing initiatives undertaken within the framework of the Johannesburg Plan of Implementation, the EU Climate Change Programme, the UNFCCC and the Kyoto Protocol, and recent regional initiatives, such as MEDREP and MEDREC.

- Pay special attention to climate change adaptation strategies for coastal management, Integrated Water Resources Management at catchment level, forest management, protected areas design, by integrating climate change considerations into planning and management with the objective of increasing resilience of ecosystems and maintenance of ecological functions.

- Organise an on-going regional dialogue about climate change issues and strategies as suggested above

- Mainstream the consideration of climate change impacts as well as design of adaptation strategies where relevant, within the work of all RACs , MAP programmes, and in the implementation of the MSSD

III. Obstacles to be lifted - Means of action

1. Obstacles

- The lack of sufficient awareness of the issues of atmospheric pollution and climate change, in particular of the need for climate change adaptation strategies in land use, natural resource planning, protected areas agencies and management bodies.
- The limited knowledge of climate change impacts on ecological processes and factors increasing or mitigating the impacts.
- The absence of transparent information in certain countries about pollution sources
- The scarcity of financial resources available to implement the monitoring procedures.,

- The lack of a political will to address these problems which may not be seen as priorities in certain developing regions.

2. Means of action

- Make climate change adaptation strategy development and implementation a priority for institutions and management bodies responsible for land use, natural resource management, coastal planning, water catchments management, protected areas design, establishment and management.

- Evaluate existing research and where necessary promote additional research into climate impacts on ecosystems and ecological processes in the Mediterranean and on adaptation management.
- Establish atmospheric pollution observatories in those countries and major conurbations which do not have them, disseminate in a transparent manner the results of the measurements (print and broadcast media),
- Promote and implementi Urban Air Quality Plans drawn up by the municipalities in co-ordination with national authorities. Create Urban Air Pollution Observatories.
- Involve universities in the process of combating pollution, include in university curricula subjects related to emissions and air pollution prevention measures (MBA),
- Carry out epidemiological studies to assist decision-making in the field of pollution abatement and control
- Enforce the ‘polluter pays’ principle
- Prohibit pollutant vehicles and/ or encourage their replacement,
- Prohibit fuels containing high levels of pollutants (lead, sulphur) and encourage the use of "green" or cleaner fuels (GPL or diester)
- Inform farmers of ways of reducing pollution generated by their activities,
- Limit the increase in the amount of waste to be treated, especially household waste, by improving information, and promoting selective sorting and recycling,
- Develop regional solidarity within the framework of the implementation of the Kyoto Protocol, setting up co-operation machinery in the field of capacity building and establishing synergies,
- Promote co-operation based on the implementation of "Clean Development Mechanism" projects
- Take measures to promote reforestation, and increase the tree population of urban areas

G. SUSTAINABLE MANAGEMENT OF MARINE AND COASTAL ZONES

I. The facts and what is at stake:

People, as well as human activities and settlements are increasingly occupying coastal areas around the Mediterranean, aggravating the phenomenon of "coastalization/littoralisation". Demographic trends and prevailing socio-economic processes are expected to further intensify this phenomenon. The coast is therefore becoming highly coveted, solicited for numerous activities and often becomes an arena for competition and rivalry.

Furthermore, the pressure of human activities and the artificialisation of the coastal land due to construction of infrastructures, works to drain marshlands, irrigation works, intensive farming and industrial development (oil refineries, petrochemical cement iron and steel works) as well as tourism, excessively focused on the seaside render the maintenance or restoration of the integrity of ecosystems difficult to bring about. On the other hand, not far from the coast, hinterlands are often in a state of crisis and neglect.

On the marine side of the coastal area, the recent development processes have become equally as intensive as on the terrestrial side. Increasing fish farming practices, extensive recreational use of, sometimes very pristine, parts of the coastal sea, using the sea bed for laying infrastructure pipes, mineral extraction, shipping, fishing etc. is creating another coastal “front” with potentially equally dangerous consequences as on the other side of the coastline.

Integrated Coastal Zone Management including careful land use planning sensitive to socio-economic demands is therefore urgent, especially since it is estimated that on present trends, by 2025 more than half the Mediterranean coastline will be built up and consequently difficult to manage; anticipation of future trends is therefore all the more important since it highlights the assets of this area and tends to develop them.

In most Mediterranean countries, land use planning has not been systematically applied and many attempts made have not always been successful. Yet it is absolutely vital to rationalise land and sea use so as to avoid the degradation of the physical, biological and cultural heritage of this magnificent but fragile eco-region. In addition, successful integration of land use and marine spatial planning is considered as one of the key ingredients for successful coastal area management.

Despite existing co-operation protocols, intended to limit coastal pollution and conservation of biological diversity as well as the elaboration of coastal area management projects (CMPs) the results have not always fully lived up to expectations. Based on the increasing requests, the Contracting Parties to the Barcelona Convention have decided at their meeting in Catania in 2003 that MAP should start the process of creating a framework-protocol for Integrated Coastal Zone Management in the Mediterranean taking fully into account previous, parallel and related initiatives and commitments and in particular the EU ICZM Recommendation. The regional attention to this topic should give a boost to concrete joint action for its sustainable development.

The EU is developing a marine strategy, and has invited the Contracting Parties to participate in its elaboration, under the Catania Declaration adopted by the 13th Conference of

Contracting Parties (2003). Once operational, this strategy should serve as an important basis for regional action.

The MSSD aims to:

- Implement effectively the recommendations of UN and Mediterranean conventions and strategic Programmes such as the SPA MED and SPA BIO in accordance with the provisions of the Protocol of the Barcelona Convention on Land-Based Sources of Pollution and on the Specially Protected Areas and Biological Diversity protocols; the UN Convention on Biological Diversity and in particular the commitments included in the Programmes of Work on Protected areas (approved by the CBD's 7th Conference of Contracting Parties - CoP7)
- Mobilize financial resources for combating pollution in the marine and coastal zone;
- Finalize a regional legal framework for the integrated marine and coastal areas management and set objectives and means of action to ensure its efficient implementation.
- Establish representative and ecologically viable systems of protected areas as a fundamental means of action for the protection of marine and coastal areas and natural landscapes within the framework of (physical) (land use) planning arrangements;
- Establish specific tools for the management of coastal areas, based on integration, participation and the effective and coordinated collaboration of those concerned.
- To prevent and mitigate the negative impacts of key threats to protected areas.

Contracting Parties may be committed to strategies differentiated according to their specific requirements; however, considerable efforts should be made to ensure that there is a minimum of common rules to be agreed and applied at regional/Mediterranean level in order to contribute to MSSD.

Training and capacity building for those concerned are useful tools for obtaining efficiency and sustainability of the process of integrated coastal management and conservation. The relevant education and communication dimension must also be integrated to attain the proper involvement of the general public, including youth.

II. Challenges:

1- Within limited spaces, coasts are concentrating more and more people, towns, activities, installations and infrastructures and are therefore a key sector for the development of the Mediterranean region. Coasts are the locus of competition between a whole variety of sectors, with risks of development failure, precisely owing to that complexity. At the same time, it is vital to conserve this economic dynamism along the coastal strip and base on it the development of the adjoining territories; it is therefore important to regulate and manage this concentration effectively, so as to limit its negative impact.

2- The lack of adequate economic development particularly in the south-east of the region is a major constraint to be removed through efforts to eradicate poverty, develop human resources and transfer capital and appropriate technology.

3- The Mediterranean coast is a major asset for development and has an important socio-economic role for leisure and recreation activities, in particular for tourism. The challenge is to maintain and not consume this enormous capital.

4- The Mediterranean coast is a cultural heritage, gradually built around social practices, trade and various other exchanges and the mobility of populations. The challenge is to maintain this tradition of exchange and extend it to further collaboration for prosperity, mutual understanding and peace.

5- The coast and the sea are fundamental for the food security of the populations of the Mediterranean region, for the sustainability of development and for the quality of life. These environments are of inestimable importance for their biological cycles and for the reproduction of species and biological diversity. The challenge is to preserve the Mediterranean region as a valuable site for maintaining biological diversity at regional and global level.
6- Overconcentration of activities is a source of nuisance and undesirable effects on natural resources and on the quality of the environment and, ultimately, the quality of life. It also increases vulnerability to natural risks. The coastline is a fragile environment affected by global changes, in particular by global warming due to climate change which threatens the very existence of small islands, the future of beaches and wetlands and, by extension, seaside tourism and the balance of ecosystems. Certain changes may be far-reaching, not to say irreversible. The challenge is to mitigate them to the extent possible and develop adaptation mechanisms in parallel.
7- The transport of fossil fuels and hazardous substances gives the Mediterranean a geostrategic dimension but also represents a permanent threat to the marine and coastal environment of this semi-enclosed sea.
8- The ICZM plans are important tools and to be effective they must integrate participatory approaches and encourage local initiatives; however coastal management plans, which are interesting tools at the diagnosis stage, are often not operational at the implementation stage and when those concerned are called upon to take their responsibilities, along with those who carry out a project, conflicts of interest emerge. When difficult decisions are to be made financial arbitration is required. The challenge is to devise, adopt and use the appropriate instruments that will make the implementation of ICAM plans effective and bring benefits to local coastal population.

III. Objectives and Means:

A- Take advantage of the possibility of development occurring in the coastal area, but limit littoralisation and excessive concentration populations, settlements, activities and installations in the coastal zone.

1- Make development choices through sectoral policies to guarantee growth by ensuring that the negative impact of projects, their number and their extent be reduced for example:

- opting for rail and public transport, to reduce the impact of car traffic, , road infrastructures and transfers to and from airports in the coastal zone;
- opting for the rational use of energy to limit the number of refineries and electricity generating stations along the coast;
- opting for waste management based on sorting/reuse/recycling,, to limit the volume and number of coastal dumping sites.
- opting for a type of urban planning which maintains existing peri-urban aquifers by controlling the impacts of urban sprawl on their functioning,

2-Regulate the construction in coastal areas settlements in coastal areas, by elaborating Integrated Coastal Zone Management plans and rendering environmental impact studies mandatory for major projects as well as by adopting restrictive urban planning rules, wherever the coast is of special ecological or aesthetic interest;

3-Promote a local and regional planning policy aiming to reduce the disconnection between coast and inland areas and opt for hinterland planning policies based on strengthening agricultural structures,, while encouraging the development of small and medium-sized urban centres with the necessary facilities to prevent populations from migrating to the coastal zone.

4-Establish a representative system of ecologically functioning protected areas ensuring the conservation of all major habitat types, landscapes and species.

Means:

- Secure coherence of coastal policy with sectoral policies: so that all sectoral policies are oriented towards achieving sustainable development. This will have a direct and indirect effect on reducing coastal over-concentration (energy saving, proper water management, transport, etc.) and will eventually result in the reduction of the size and number of coastal settlements.
- Institutionalize interministerial and interagency commissions and committees to co-ordinate between administrations and avoid overlapping and tensions.
- Set up specific institutions responsible, as appropriate, for coastal management as is the case in some countries, in order to make the policy more operational.
- Introduce integrated planning, impact studies including SEA, and regulatory of urban planning. The objective is rather to find levers to limit excessive concentration along the coast and promote territorial strategies supported by stakeholders who can take responsibility for their own actions and take over the planning choices.
- Adopt and promote integrated approach to coastal management, ensuring simultaneously well-defined priorities to avoid a confusion of objectives and minimise conflicts of interests.
- Present decision-makers with coastal management objectives qualified by emphasizing the added value of the enhancement activities being put for ward.
- Promote prevention of construction in areas as yet unoccupied and in protected areas systems, through precautionary policies.
- Establish the appropriate planning, regulatory financial framework as well as efficient arbitration mechanisms to facilitate municipal and other initiatives along the coast..

B- Help the countries and local actors of the southern and eastern Mediterranean to put in place processes aimed at the sustainable development of their coastal and marine regions.

- Provide the framework to share the benefits from the outputs of the initiatives developed in the Mediterranean countries and the EU, particularly within the context of the Barcelona Convention the Euro-Mediterranean Partnership, and EU CARDS programme for the Adriatic countries.
- Undertake the necessary actions to draft, adopt, sign and ratify the protocol on Integrated Coastal Area Management in the Mediterranean.
- Develop co-operation at regional level and between sub-regional and local bodies responsible for coastal and marine regions. The regional level enables a boost to be given; plans should be made for a "coastal" framework protocol for the Mediterranean.
- Encourage schemes to reduce poverty.
- Promote training and capacity building.
- Mobilize funding for specific territories;
- Support close co-operation among local actors encouraging their International networking schemes around those projects and jointly develop a vision of sustainable development of the territory that takes into account the diversity of interests and approaches.

Means:

- Make proper use of the EU financial instruments and programmes such as MEDA (in particular the SMAP programme) and CARDS.
- Promote partnerships in designing and executing priority programmes for the environment, e.g. the SMAP (Short and Medium-Term Action Programme).
- Optimize the Mediterranean Programme of Technical Assistance for the Environment (METAP)
- Facilitate the circulation of persons and ideas.
- Rehabilitate and regenerate the Mediterranean cultural heritage and encourage young people to learn about it.
- Devise a strategy for peace and security in the Mediterranean.
- Support the work of inter-cities networks and other cooperation schemes in the field and other cooperation networks in that field

C- Conserve coastal and marine biological diversity

- Implement sub-regional, regional and international agreements and protocols signed and already ratified for the protection and development of coastal and marine regions as well as for the conservation of the marine and coastal biodiversity.
- Speed up the application of the provisions of the UN Convention on Biological Diversity
- Facilitate the execution of the SPA-BIO programme, which may provide the Mediterranean region with an integrated strategy comprising actions to be taken at the national and regional levels to address the complexity and extent of pressures on and threats to the marine and coastal biodiversity.
- Reinforce control and mitigation of the introduction and spread of alien species by 2006
- Legal regulation of recreational activities.
- Updated assessment of the potential impact of threats on Mediterranean marine and coastal biodiversity by 2008.
- Developing research to complete knowledge and fill in gaps on biodiversity

- Facilitate the implementation of other conventions such as the RAMSAR Convention, as well as the CBD Programme of work on Protected Areas which provides for :
    - The establishment of protected areas in any large, intact or relatively unfragmented or highly irreplaceable natural areas by 2006;
    - Address the under-representation of marine and inland waters ecosystems in existing national and regional systems of protected areas, by 2006 for terrestrial and by 2008 for marine environment;
    - All protected areas to have effective management in existence by 2012
    - Set up a representative Mediterranean network of marine and coastal protected areas by 2012

Means

- Increase the ratio of protected areas, in all the coastal and marine spaces and secure the conservation of various natural unoccupied spaces, where efforts to restore or maintain the integrity of ecosystems should be supported.
- Set objectives in terms of supplementary sections of the coastline to protect for their aesthetic or biological quality.
- In sensitive sectors, destined to be protected, promote multiple approaches to protection of ecosystems and ecological functions including protected areas, fisheries no-take-zones, low impact tourism areas, mining extraction-no-go areas as well as approaches based on the appropriation of conservation objectives by the communities concerned by involving them in the processes and by opting for flexible conservation methods or the management of natural resources and spaces with diversified uses according to the degree of worth or fragility of the species to be protected.

- To build capacity for the planning, establishment and management of marine and coastal protected areas
- To strengthen communication, education and public awareness
- Promote scientific and applied research on the missing issues, and assist in securing the necessary funding
- Standard monitoring protocols for socio-economic impacts, global trade, endangered species, effectiveness of protected areas.
- Protect coastal landscapes as examples of cultural and biological diversity.

D- Manage fishing and aquaculture resources.

- Implement the objectives of the Johannesburg Plan of Implementation (JPoI) relating to sustainable fisheries management (restoration or maintenance of stocks) and controls on aquaculture.
- Manage fisheries and promote rational exploitation of fishery resources (responsible techniques), above all by restoring stock levels by 2020 as recommended in the JPoI
- Define capacities beyond which the reproduction of species is jeopardized.
- Effectively regulate aquaculture.
- Establish an effective regional Mediterranean Fisheries management regime (this may be the evolved GFCM, properly integrated with EU-Common Fisheries Policy and concerted implementation of fisheries protection zones). The aim of a Mediterranean fisheries regime should be to install an ecosystem-based fisheries management, recovery of endangered stocks, and elimination of all Illegal-Unregulated-Unreported fisheries.

Means:

- The ratification and proper implementation of:
  - The UN Convention on Biological Diversity
  - The Protocol concerning "Specially Protected Areas and Biological Diversity in the Mediterranean" (1995).
  - The “Protocol for the Protection of the Mediterranean Sea against Pollution Resulting from Exploration and Exploitation of the Continental Shelf and the Seabed and its Subsoil” (1994).
- Define fisheries protection zones by participatory methods and with development provisions, without excluding or dispossessing local actors.
- Promote and implement decision making based on extended cost-benefit analyses including estimation of the costs of inaction and at the same time highlight the broad range of possible means of enhancing protected areas and of adding value to them through these conservation efforts.
- Promote training in marine science, in marine or coastal biology and aquaculture.
- Encourage awareness raising campaigns.
- Promote local management of coastal fisheries through allocation of exploitable areas.

E- Combating coastal and marine pollution and minimize its effects.

- The states must work systematically towards the rapid ratification, entry into force and proper application of all relevant protocols and action plans,
- Reduce constraints such as financial or administrative obstacles;
- Anticipate impacts in order to prevent far-reaching environmental changes which are eventually irreversible;
- Consider sub-regional approaches to problems of coastal and marine degradation by working within a framework of close co-operation and solidarity.

Means:

- Apply safety protocols and optimally monitor eventual risk in particular the Protocol concerning cooperation in preventing pollution from ships and, in cases of emergency, combating pollution of the Mediterranean sea" and in particular hydrocarbon spills in the event of maritime accidents.
- Establish a rigorous system of control on the maritime transport of hazardous substances including oil and derivatives through satellite monitoring, creation of PSSAs covering all vulnerable Mediterranean areas.
- Evaluate the costs of the impact of pollution as a possible means of establishing a forward-looking approach to objectives to be proposed to decision-makers, in particular with a view to emphasizing the cost of inaction in terms of the impact.
- Transfer of skills and means (from North to South and South to South) to implement the relevant provisions for protection.
- Promote the search for simple and less expensive techniques that are better tailored to the context of scarce means of the countries of the southern and eastern Mediterranean.
- Consider the establishment of specific coastal agencies to avoid the confusion of roles of many different sectoral administrative services to plan and promote co-ordinated decentralised actions than to centralise the implementation of projects.
- Introduce and apply economic management instruments based on the "the polluter pays" principle,
- Apply the Land-based Sources of Pollution Protocol (1980) as, amended in 1996.

F- Reduce Coastal erosion and changes of the natural geomorphology,

- Maintain as far as possible the dynamic equilibrium between erosion and siltation along the coast, to avoid the retreat or disappearance of sandy beaches or the siltation or other build-ups of mud or sand in harbours and protected locations.

Means

- Regulate the exploitation of sand on sea coasts,
- Guard against the hardening of upper beaches and border dunes,
- Conduct environmental impact studies into marine hydro-dynamics before building jetties or other facilities on the coastal fringe,
- Avoid building of further construction and alteration of natural coast,
- Adapt to increasing sea levels due to global warming, by constructing beyond border dunes.
- Implement and extend across the region the results of the EU financed EUROSION project.
- Define the systems of coastal sediment cells and establish where possible, the strategic sediment reservoirs aimed at replenishing beaches loosing sand.

H. SUSTAINABLE TOURISM

I. The facts and what is at stake:

The tourism sector is increasingly important in the Mediterranean; it is a primordial development challenge owing to job creation opportunities, the value added and the growth it can trigger; it can radically alter regions, previously regarded as having low development potential.. It may also lead to a series of undesirable side effects some of which may result in the destruction of the very capital (natural, cultural and socioeconomic) on which it relies. . Mediterranean tourism is based not only on the ample opportunities offered in the region for leisure and entertainment but also on the unique historical, cultural, architectural and natural heritage of the region and the wealth of the diversity in local customs, traditions, gastronomy, etc.

The outstanding natural and cultural wealth is such that Mediterranean countries have an international and regional responsibility to ensure that those assets are preserved for future generations to enjoy. Tourism may be the most immediate means of enhancing those resources provided the necessary precautions are taken.

Tourism, however, may cause or augment, and is in turn affected by, a series of problems such as:

- environmental degradation due to excessive concentration of leisure complexes and urban construction, especially on the coastline, in addition to pollution phenomena, jeopardizing the sustainability of activity,
- local climate change due to emissions from intensive traffic as well as global climate change and its expected impact on the future of beaches (the very basis of seaside tourism) as well as on water resource availability, higher summer temperatures and the incursion of ‘tropical’ diseases,
- socio-economic changes in the structure of jobs and the market (tourism monoculture in certain areas). The latter makes development based exclusively on tourism vulnerable to political uncertainties and conflicts,

Tourism may offer a field for co-operation among countries, tourist destinations, etc. However, the current situation is characterized by a general lack of collaboration between states and between professionals, the corollary of which is all-out competition and the failure of most operators to commit themselves to sustainable modes of tourism and environmental conservation.

It is important to take advantage of the dynamics of this sector and the investment expected over coming years (creation of new major resorts, projects for rehabilitation and renovation of old resorts, volume of direct state and private investment, the nature of infrastructures and related equipment, intended to support this sector). But it is important to control this growth, avoiding negative speculation, excess accommodation capacity for the whole of the region - the consequences of which will be not only unnecessarily use up natural resources but also lower occupancy rates, and competition that can reduce the expected development effects (economic unsustainability, precarious jobs and revenues, risks of major regional crises).

The tourism products on offer sometimes suffer from not being adapted to demand. Three types of tourism are traditional and usual in the Mediterranean:

- above all, seaside resort holidays and marine based activities
- staying in and touring historic towns and sites, monuments and archaeology
- tours linked with landscapes or the arts.

Other products are emerging, such as holiday homes, conference tourism, religious touring, nature tourism and more environment friendly forms such as ecotourism, rural tourism and agrotourism.

The effects of tourism may be complex:
a. The economic and social impact is in principle beneficial (sizeable financial rewards, that may enable reinvestment in the production sector and job creation); but the benefits are increasingly being seen as relative.
b.. Tourism may, on the other hand, destabilize the social context and the ecological aspect if its development is not tailored to the local environment and circumstances (excessive consumption of scarce resources, the extension of consumption models, tension with farming, industry and fisheries).

The choice of tourism development model to adopt must be well thought out so that any new activities are well adapted to the context and help to improve it.

II. Challenges:

- Promote the development of tourism ensuring that such development does not harm the attractiveness or sustainability of the Mediterranean natural and cultural heritage, including landscapes and biodiversity,
- Avoid environmental risks (such as oil slicks) and geopolitical risks (conflicts) that could ruin the activity,
- Promote tourism and mobility appropriate for each site as a means of working for prosperity, peace and stability locally and in the Mediterranean region as a whole..

III. Objectives and means:

- Promote tourism as a fundamental factor of development, peace and stability in the Mediterranean region
- Encourage local entrepreneurs
- Ensure the economic sustainability of tourism and increase its profitability,
- Control the impacts of tourism (degradation, pollution, loss of biodiversity, beach erosion),
- Diversify the products and develop ecotourism and other appropriate forms of tourism, with a view to developing marginalized territories and enhancing natural resources,
- Consider the designation of “tourism saturated” areas

1st objective: Promote tourism as a fundamental factor of development

This means developing, maintaining, and wherever needed, improving the quality of holiday resorts and the overall environment of touristic areas, strengthening in parallel the main current product (seaside tourism) and articulating it with other products to be made every bit as viable. In other words, the choice to diversify tourism products, destinations and models (beaches, heritage, rural tourism, agro-tourism, nature tourism, eco-tourism, mountain sports, spas, health tourism, rest tourism, conference tourism, events and meetings) and developing the concept of the tourism host country (the territorial articulation of various products):

- Offensive vis-à-vis seaside resorts where growth should be limited to the (sustainability) carrying capacity; while enhancing the product by adding other powerful attractions in the resort hinterland;
- A plan for maintaining or improving the quality and, if needed, renovating and extending the cultural product;
- Capitalising on well designed and properly managed systems of protected areas which could enhance the attractiveness of developed and not developed tourist destinations;
- The choice for a scenario of striking a regional balance in touristic development, now focused on the coast (seaside tourism) and a few inland towns (cultural tourism), and making an effective contribution to a broader dissemination of the economic and social impact, especially in rural areas
- Development of suitable, environmentally friendly, transport taking into account actual tourist flows and their seasonality.

Means:

- The modernisation, upgrading and promotion of suitable modes of transport and infrastructure (encouraging whenever possible the use of public transport),
- The application of real estate, fiscal and financial strategies so that the levels of investment profitability are guaranteed: harmonization and simplification of taxation, directing savings towards the tourism sector and involving the banking sector,
- Increasing the promotional budget especially for products such as festivals, gastronomy, labels and developing new concepts (rambling, cross-country skiing, angling, potholing, riding, local produce, etc), enabling different touristic dimensions to be integrated and a synergy to be created between the coast, sites of biological value, historic sites and sites of sporting value, etc., and creating a quality label for crafts and tourist-related businesses.
- Identify conflicting activities
- Developing territorial projects to go beyond the short term vision and individual interests, with the involvement of actors for a common discipline. Local Agenda 21 projects are one participatory method that could initiate a collective approach if everyone is committed.
- This commitment can only be sustainable if progress is real and measurable, which means that monitoring must be based on reliable indicators.
- Benchmarking: the usefulness of developing success stories and using them as models.
- The strengthening of educational courses and training and the generalization of on-going training and the introduction of a system of personal motivation.

2nd objective: Controlling the effects of tourism (degradation, pollution, etc.)

Tourism covets the best locations and may result in a loss of quality owing to over-frequentation, crowding, the consumption of scarce resources, at the expense of other activities, the creation of a variety of nuisances and the appearance of new construction models, sometimes out of keeping with the environment. The aim is therefore to enable profits to be derived from tourism while regulating it and checking it in terms of time and space, so that the effects on the environment are mitigated.

The “user pays” principle should be applied in all tourism developments. This would imply that suitable provisions and systems are put in place through which tourism revenues could support and protect the natural and cultural capital on which they are based.

Means:

- Regional and local planning and monitoring: identifying maximum carrying capacity levels and conducting impact studies: strategic environmental impact studies that pinpoint peak seasons and busy periods, so as to control touristic planning and construction and protect natural sites, support energy and water efficiency measures in new and existing tourist accommodations..
- Distancing new buildings from the coast to reduce linear over-crowding and avoid coastal degradation (beach erosion), owing to changes to mainland/sea silting.
- Regulating certain activities, such as sailing and other nautical leisure activities that may cause degradation.
- Improvement of degraded tourist zones, removal of eyesores and illegal buildings.
- Economic machinery that may enable tourism to contribute to the effort to protect and reduce negative effects (green taxation). But the possible knock-on effect on competitiveness must be borne in mind.
- Progressive water and sewage rates to rationalize tourist consumption and prevent possible restrictions on other sectors such as production.
- Temporal monitoring using indicators and the calculation of the costs of environmental degradation (using METAP tools), with a view to proposing shifts in policy where needed.
- Tools for promoting clean tourism (“blue flags”, for example), ecolabels for ecofriendly tourist accommodation, incentives to promote consumption of quality local products in activities related to tourism, as well as environmentally appropriate waste treatment and disposal methods.
- Tourism satellite accounts (TSA) (calculation of the effective contribution of tourism to economic and social development), to guarantee profits; these accounts should be extended to environmental impact (higher level assessment) and linked to National Accounts.
- Reuse of infrastructure
- Tools for energy saving and promotion of environment friendly resources

3rd objective: Develop the tourist product of inland regions, by promoting and enhancing the natural and cultural resources, with a view to integrated rural development.

The natural and cultural heritage must be seen, as a factor of attraction and good communication should make it promotable. There is already the landscape product and the landscape circuit; but tourists are increasingly in search of active holidays, contact with nature, encounters with different, genuine ways of life. Mountains, wild sites and deserts may meet those wishes. Tourists are increasingly aware of the authenticity of what they are visiting, the need to take part in the protection of species and habitats. They are increasingly demanding in terms of the healthiness and well-being of the environment and the products they consume.

A good environmental policy will only encourage people to visit particular sites and a quality label may increase the number of visits.

However, the volume of tourists envisaged for any particular area should be assessed in advance and adapted to the carrying capacity of the tourist destination to be developed.

Means:

- Harmony between usual rural activities and tourism (synergies of complementarity between food production and its consumption by tourists, in particular by promoting quality labels for local produce).
- A proper evaluation of the environmental impact:
    - the number of visitors (capacity),
    - the nature of the installations for accommodating tourists, adapted to the resources available without harming them.
- Management of protected areas: zoning by objective, rational distribution of vocations, in an area integrated into the local context. Designate certain vulnerable or "pristine" areas closed to tourism
- Impact on surrounding areas and increased demand for surrounding areas
- Striking the right balance between conservation pure and simple and the role of ecotourism in the management of protected areas and biodiversity (attaining levels of frequentation which can generate resources without an excessive negative impact).
- Creation of educational and scientific sites, to be considered as living laboratories.

Technical options in protected areas:

- assessment of carrying capacity of tourist destinations
- certification of sustainable tourism management
- the least possible amount of new constructions and avoidance of excessive and "exotic" styles of decoration ,
- the maximum possible use of local building materials,
- an attempt not to reduce water resources needed for ecosystems maintenance and the functioning of agrarian systems,
- compulsory sewage and waste treatment (recovery and recycling),
- maximum feasible use of renewable instead of conventional energies

4th objective: The development of urban tourism around the Mediterranean, by promoting the artistic, architectural and historic resources and enhancing the heritage.
This will make it necessary to rehabilitate and renovate town and city accommodation to meet growing demand.

5th objective: The development of interstate co-operation, especially North-South, through management training and the professionalization of the tourist sector (exchange of expertise) to avoid unnecessary competition which may undermine tourism and avoid conflicts, particularly harmful for tourism. Co-operation between similar or complementary types of tourism should be encouraged.

IV. Actors:

The association of operators and the creation of constructive co-ordination between administrators (tourism/environment/water) and between professionals is necessary:

- Tourism professionals, including outside tour operators. But it is also vital to ensure the co=operation of small local operators at different scales, to stagger the season for example.
- States: some tourist development is the work of the state; reorientations are therefore necessary.
- Environmental and cultural NGOs.
- Linkages across government administrations
- The Euro-Mediterranean Partnership: usefulness of a strong political signal, that could boost the whole region
- the Euromed Heritage Programme.
- Tourists themselves: an initial organization.
- Officials in charge of protected sites, parks and reserves.
- Local authorities for the development of alternative products.

PART II

Assessment of National Strategies for Sustainable Development in the Mediterranean Region

DRAFT REPORT

Prepared in the framework of UNEP/MAP-MCSD

ASSESSMENT OF NATIONAL STRATEGIES FOR SUSTAINABLE DEVELOPMENT IN THE MEDITERRANEAN REGION[1]

1. INTRODUCTION

1.1. Background

At the Rio Summit and in later commitments, countries agreed on sustainable development as the guiding vision for the world. Since then, the countries in the Mediterranean region, as in other parts of the world, are striving to incorporate sustainable development concern in their understanding, practices and behaviours.

Making sustainable development happen poses new challenges to countries: to address issues within, across and beyond traditional sectors in a way that integrates the sustainable development dimensions (integration of economic, social and environmental aspects); to develop a longer term vision that embeds short-term steps (inter generational perspective); and, to involve a wider range of stakeholders and respond to their expectations, interests, needs and concerns (governance).

Sustainable development indeed requires a fundamental change of perspectives and new ways of working. The new paradigm and commitments call for re-visiting and inventing the relationships between policy, knowledge and consensus. This does not necessarily mean starting anew everything but rather strengthening, reforming and supplementing what policy frameworks, processes and mechanisms already exist with the view to increase consistency and coherence[2].

In order to channel change efficiently and effectively, some sort of formalized canvass may prove indispensable to guide, manage and monitor the restructuring or aligning of existing policies, institutional arrangements and procedures. This canvas like any other strategic frame would specify goals, steps and activities, responsibilities, means and tools for implementation and monitoring. It is generically referred to as “sustainable development strategy”.

There cannot be a unique approach to internalize sustainable development systematically: each country needs to steer its own path according to specific context and circumstances[3]. As a consequence, there is bound to be a diversity of efforts and experience.

Although differing in their strategic approaches towards sustainable development, countries are confronted with similar challenges. Introducing changes is difficult, seldom straightforward or immediate, and not readily acceptable to all stakeholders. Whatever approach is adopted, this will require time, necessarily be incremental, and will entail continuous learning by doing. One implication is that changes need to be permanently managed, monitored and documented.
Being different while facing similar challenges creates opportunities to learn from each other's experience and be stimulated by achievements elsewhere. Belonging to a wider global or regional community is also an incentive. The momentum created by international and regional policy dialogues and commitments towards sustainable

[1] Report prepared by Dr. Philippe Alirol, UNEP/MAP Consultant

[2] see footnote 4 next page.

[3] e.g. natural, human, financial capacities; policy, institution, organization and procedures; historical background and values, etc.

development have positively influenced national knowledge, know-how and attitudes[4].

Based on conceptual work and countries' experience, there starts to be a better understanding of what strategies for sustainable development are and entail. Concepts clarify, common principles and criteria emerge, and guidance is progressively available.

As requested by several members of the Mediterranean Commission on Sustainable Development (MCSD), the MAP Secretariat has undertaken an overall assessment of the countries' decisions and actions related to sustainable development, more precisely the preparation and implementation of national strategies for sustainable development. The Review was prepared in the lights of the recent developments of knowledge base[5], with the view to support the eventual preparation of the MSSD.

1.2. Purpose

This Review maps out what strategic and coordinated approaches are taken by the countries to foster sustainable development. It examines the relevant policy frameworks and processes as well as the arrangements to implement and monitor the change toward sustainable development. This stocktaking exercise can be used as baseline information for future reviews.

The Review also strives to distil promising practices that support the preparation and implementation of strategic and coordinated approaches. Highlighting promising experience may inform the better design of future national or regional sustainable development strategies.

Resources allowing and depending on the interest shown by different stakeholders, the Review could be transformed into a tool[6] to monitor countries' sustainable development efforts at the regional level; and to help identify, explore and possibly address common issues[7] through partnerships.

In a nutshell, the Review assembles information on different frameworks and processes, compiles and analyses it. It highlights promising practices and derives some orientations and principles for the formulation or improvement of strategic initiatives. The Review is largely based on current conceptual thinking and principles. Its purpose is not to assess, rate and compare the different national situations using a set of stringent criteria. The primary audience of the Review is the countries and all interested institutional or individual stakeholder.

1.3. Methodology

The Review is guided by the generic questions that differ according to the country situation:

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[4] for instance, the European Commission's Sustainable Development Strategy has had significant influence on a number of Members' NSDS. The due MSSD could certainly have a similar stimulating effect.

[5] Further to OECD work, the conceptual base on sustainable development strategy is quite developed. Source books and Guidelines are available. There starts to be reviews and assessments of national efforts.

6 e.g. a website.

7 e.g. Capacity building and information management issues.

- when a national sustainable development strategy has been approved by government and is being implemented: what are the components, mechanisms and arrangements for implementation?

- when a national strategy is being prepared: what are the elements, mechanisms and arrangements for preparation?

- when there is no national sustainable development strategy: what elements, mechanisms and organisational arrangements of already existing frameworks could be used to built on a national sustainable development strategy?

1.3.1. Working definitions and Analytical framework

Under the impulse of UN-DESA and OECD, there is now a substantial and enlightening conceptual work on sustainable development strategies. All information contained therein may not be directly operational. The methodological effort of the Review was geared at trimming the conceptual work down to elements that help to structure the stocktaking exercise and the report, i.e. to establish a method and a questionnaire[8] that can be used to assemble information, and obtain it on a regular basis.

Overall considerations

OECD DAC defines a strategy for sustainable development as comprising: " A coordinated set of participatory and continuously improving processes of analysis, debate, capacity strengthening, planning and investment, which seek to integrate the short and long term economic, social and environmental objectives of society- through mutually supportive approaches wherever possible- and manages, trade-offs where this is not possible". It is a combination of processes that concur to effecting changes that mainstream sustainable development concerns and action.

In most countries, there already exist a variety of strategic frameworks and processes that taken together could meet the definition. Working towards sustainable development calls for progressively improving the complementarity between these frameworks and processes, supplementing them when needed, and increasing the overall coherence[9]. Policy consistency has to do with design and implementation of policies of several sectors or agencies to support an overall common goal (vision). The key is to avoid policies that conflict in reaching for the defined goal. i.e. remove policy contradictions. Coherence is the quality of being logically integrated, consistent and intelligible. Coherence evokes logic, consistency and constancy of purposes and decisions. Ensuring coherence involves the systematic promotion of mutually reinforcing policy actions across government and other stakeholders, creating synergy towards sustainable development. Policy coherence goes beyond consistencies and implies synergies of the different contributions from different sector policies (policy areas). i.e. a more positive, stronger vision of how objectives can be achieved.

For the sake of activating and managing changes and reforms, countries may, depending on their needs, priorities and resources, consider appropriate to formalize

8 structure questionnaire in annex 1.

9 adapted from OECD 2003. Policy Brief. *Policy coherence: Vital for global development.*

an overarching approach (i.e. a sustainable development strategy) and establish a system to manage the process of change. This entails political will, a vision and continuous commitment, capacities and financial resources.

UNDSA and OECD define the key components of a sustainable development strategy preparation and implementation as follows:

- a long term vision with principles and priorities, that is implemented through
- a set of inter related processes[10] (e.g. achieving policy integration and convergence, involving stakeholders, and using and building up the knowledge base) that are effected by
- a combination of different mechanisms (e.g. coordination and planning, participation and communication, information systems and capacity building) and tools (e.g. conflict management, strategic assessment), managed, when appropriate, through
- organisational arrangements (e.g. a "management system" with a mandate, resources and influence) that provide for overall coherence and coordination.

Strategic Frameworks

Strategic frameworks here comprise National sustainable development strategies and National Agendas 21, as well as cross-sector strategic frameworks that incorporate a vision, principles and priorities pertaining to sustainable development concerns and issues (e.g. National Environmental Strategies and Action Plans, Poverty reduction Strategies, Comprehensive Development Frameworks, etc). On strategic frameworks, the Review is guided by the following questions:

- What are the major frameworks that relate to sustainable development?
- What are the principles, themes and priority areas?

Processes and Mechanisms

The OECD DAC Guidelines offers a comprehensive description of processes and mechanisms that are essential to strategic frameworks.

The Review initially focuses on three processes[11] and the related mechanisms and tools:

(i) *Achieving Policy Integration and Convergence*;
(ii) Involving Stakeholders;
(iii) *Using and Building up the Knowledge base*.

In general terms, a process is defined as a series of action that produces a change or effect. Mechanisms are sets of tools, procedures, institutional and administrative measures, means and responsibilities, that are arranged together to perform a specific function or achieve a given output. For instance, the process of involving stakeholders may require conflict management techniques and training, legal and financial provisions for participation, planning, infrastructures, organization, etc

Achieving Policy Integration and Convergence.

10 OECD DAC

11 Indeed, while the Review recognizes the importance of other processes such as Financial resources Mobilization and Allocation, or Planning and Decision-making, it does not analyze them because the related information is not always readily available for all countries in the region.

Integration and increasing convergence toward sustainable development entail striking the balance between social, environmental and economic perspectives and objectives; incorporating other level concerns and actions (i.e. local, regional or global) into national decisions and implementation; and, adopting a long term perspective combined with short term targets.

Integration and convergence can be promoted through a variety of mechanisms: policy formation and instruments, like legislation and economic instruments; organisation, institutions and procedures; planning, implementing and monitoring.

On integration and convergence the Review focuses on the following generic questions:

- How are sustainable development concerns streamlined into sector and overall policies[12]?
- What are the local initiatives towards sustainable development?
- What planning tools and fiscal instruments provide for integration?
- What are the linkages between different planning horizons?

Involving Stakeholders.

A balanced representation of the civil society, stakeholder groups, business as well as government, is fundamental to sustainable development.

There exist different forms and levels of participation in policy processes that ensure governance of the strategy. On the one hand, a representative multi-stakeholder steering entity that makes key policy decisions, and engages partners who are indispensable for effective implementation of changes and reforms. On the other hand, public involvement[13], through periodic consultative events and continuing communication, that builds up broad-based legitimacy.

Essential mechanisms include: multi-layered and inclusive consultative events (e.g. forum, workshops, roundtables), institutionalised public communication and awareness raising (e.g. through media), promotion of strategic partnerships to share opportunities and responsibilities (e.g. private voluntary initiatives).

On stakeholder involvement, the Review is guided by the following generic questions[14]:

- What steering mechanism exists to represent stakeholders in the formulation and implementation of the strategy?
- What regular consultation forms have been used to engage the different stakeholders across sectors and between levels?
- What communication and information systems are being used to inform and raise awareness on sustainable development?

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12 The central issue of investment pattern and how SD is integrated in existing budget process is not addressed here.

[13]UN DESA (2002) Guidance in Preparing a National Sustainable Development Strategy: Managing Sustainable Development in the New Millenium. Background Paper No.13. (DESA/DSD/PC2/BP13). Dalal-Clayton and Stephen Bass (2002). Sustainable Development Strategies: A Resource Book. IIED 2002. Compiled by Barry Dalal-Clayton and Stephen Bass for OECD and UNDP.

[14] Partnerships building is another central mechanism that is not considered by the Review due to limited resources and time available.

Using and Building up the Knowledge base.

Decision-making for sustainable development depends on reliable information and knowledge on environmental, social and economic conditions, trends, pressures and responses, and their correlation with strategic objectives and indicators. Due to complex interactions between factors, there may not conclusive scientific evidence or converging stakeholders' perspectives on involved issues. In these cases, there is a need to support debate to confront visions and values in order to take decisions based on trade-offs as widely acceptable as possible.

On knowledge, the Review limits itself to mentioning some of the existing tools or systems to understand the state of resources, trends in their quality and quantity, and the pressure upon them. The central issues of: incorporating the diversity of knowledge among stakeholders into policy decisions, assessing the outcomes of the sustainable development process, and building up the knowledge and capacity of different stakeholders could not be addressed given the resources and time available.

Organisational arrangements

Leadership and effective management are among the essential common characteristics exhibited by successful strategies. Usually, there is a small team that maintain the spirit and momentum, provides leadership, organizes, coordinates and administers the different processes, harnesses the human and financial capacities and potential, and monitors achievements.

Initially, the Review intended to explore the different management systems, their mandates, organizational structures and resources. Limited information and time availability have hampered the analysis. The Review limits itself to describing some examples of management systems.

1.3.2. Sources of information

On the conceptual framework

The analytical framework is largely inspired by the conceptual work of the Development Assistance Committee (DAC) of the Organization for Economic Co-operation and Development (OECD) and the guidance developed by the UN Department of Economic and Social Affairs (DESA). Primary sources and related websites include:

OECD DAC (2001). *The DAC Guidelines. Strategies for Sustainable Development. Guidance for Development Cooperation.* Development Cooperation Committee, OECD, Paris. http://www.oecd.org/topic/

UN DESA (2002) *Guidance in Preparing a National Sustainable Development Strategy: Managing Sustainable Development in the New Millenium*. Background Paper No.13. (DESA/DSD/PC2/BP13). http://www.johannesburgsummit.org/html/documents/backgrounddocs/nsdsreport.pdf

Additional information was provided by:

OECD 2003. Policy Brief. *Policy Coherence: Vital for global development.* OECD, Paris.

OECD 2002. Policy Brief*. Improving Policy Coherence and Integration for Sustainable Development: A Checklist.* OECD, Paris.

OECD Policy Workshop, 2004. *Policy Coherence and Development Evaluation*
Concepts, Issues and Possible Approaches. OECD, Paris

Dalal-Clayton and Stephen Bass (2002). *Sustainable Development Strategies: A Resource Book.* IIED 2002. Compiled by Barry Dalal-Clayton and Stephen Bass for OECD and UNDP .
http://www.nssd.net/working/resource/indexa.htm#contents

Country level information

Information on the country status has been provided by official Websites of the concerned Ministries, the national reports submitted to UN DESA in the context of Rio follow up, as well as specific regional or global reviews. One should mention:

UNEP/MAP 2001. *Strategic Review for Sustainable Development in the Mediterranean Region. Based on countries' reply to* the Questionnaire on Initiatives and Actions towards Sustainable Development in the Mediterranean Region and National report prepared for the MCSD Strategic Review

UNDESA Country Profiles 2002. The 2002 Country Profiles provides the most comprehensive overview to date of the status of implementation of Agenda 21 at the national level. Each Country Profile is based on information updated from that contained in the national reports submitted annually by governments to the UN DESA. http://www.un.org/esa/agenda21/natlinfo. and http://www.un.org/esa/sustdev/natlinfo/natlinfo.htm

European Commission 2004. Commission staff working document. *National Sustainable Development Strategies in the European Union: A first analysis by the European Commission.*
http://europa.eu.int/comm/sustainable/docs/annex_sustainable_development_strategies.pdf

When necessary information were supplemented by:

UN DESA (2004*). Assessment Report on the National Sustainable Development Strategies: The Global Picture 2003.*
http://www.un.org/esa/sustdev/natlinfo/nsds/map2002.htm

OECD 2002. *Environmental Performance Reviews (1st Cycle) Conclusions & Recommendations 32 Countries* (1993-2000)

IISD and GTZ (2004). *National Strategies for Sustainable Development: Challenges, Approaches and Innovations in Strategic and Co-ordinated Action*.
http://www.iisd.org/publications/publication.asp?pno=640

UNDP 2004. *Capacity development for environmental sustainability. UNDP country level initiatives*.

When available, national NGOs' websites provided additional information.

1.3.3. Steps and Limitations

The country level information available in the UNEP/MAP Secretariat files and various websites was screened with the help of a structured questionnaire (Annex 1). Preliminary Country Profiles[15] were prepared indicating the different strategic frameworks, the processes and mechanisms that relate to sustainable development, and the coordination system to implement them. The draft Country Profiles and a questionnaire highlighting the information gaps were sent to the MAP National Focal Points and some MCSD Members in order to obtain updated information, comments and suggestions, as well as possible additional information sources. Draft Country Profiles could be improved in so far as feed back was obtained within the deadlines.

In the context of post Rio process, the same level of information does not exist for all countries, despite standard questionnaires and common reporting obligations to CSD. The information from the websites and reports does not account for a constantly evolving situation but rather does it provide a snapshot situation. In a given country, there might be different documents issued by different government sources, at different time. Websites and reports may not reflect plainly processes at play (e.g. the effectiveness of a consultation or coordination mechanism), notably because independent assessments are not habitually made.

Most sections in the Report strive to follow the same structure: a brief explanation of the underlying concepts and ideas, based on the current common understanding; the limitations and the contents of the section; the description of overall situation in the region; some examples of specific country experience based on the information collected or received; and some observations and remarks.

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[15] Initially, the country profiles are not intended to be disseminated but rather used for the sake of compilation, analysis and synthesis.

2. STOCKTAKING RESULTS

2.1. Mapping out the current situation at the country level (Policy Frameworks)

2.1.1. Existing strategic frameworks

In addition to specific National sustainable development strategies and National Agendas 21, most other cross-sector strategic frameworks also incorporate a vision as well as principles and priorities that encompass sustainable development concerns and issues. One can mention: Strategies for economic recovery and growth (e.g. Structural Adjustment Programmes, Comprehensive Development Framework), Strategies for poverty reduction and social development (e.g. Poverty Reduction Strategies), Strategies for environmental conservation and management that strive to integrate environment into development (e.g. National Conservation Strategies, National Environment Action Plans), and Convention-driven strategies (e.g. National Biodiversity Action Plans, National Action Programmes against Desertification, National Plans to address Climate Change).

This section identifies existing framework documents that relate to sustainable development, and, briefly mentions the context that have encouraged countries to prepare a national strategy.

Directly related frameworks

In the Region, different strategic frameworks, action programmes or action plans are inspired by sustainable development consideration and principles:

- National Sustainable Development Strategy; Strategic Plan for Sustainable Development; or Agenda 21: France, Israel, Greece, the Republic of Montenegro, Malta and Spain[16] , and Tunisia;
- National Environmental Strategy for Sustainable Development; National Strategy or Plan for Environment and Sustainable Development: Algeria, Italy, Morocco;
- National Environment Action Strategies or/and Plans (NEAPS): Albania, Bosnia and Herzegovina, Croatia, Cyprus, Egypt, Lebanon, Slovenia, Syrian Arab Republic, Turkey;
- Strategy for Land Management and Sustainable Development: Morocco.

Under different names, these frameworks already constitute sustainable development strategies or could serve as foundation to elaborate them. In the following chapters, the generic term "strategy" is used to encompass all frameworks that appear to be directly relevant to sustainable development concerns and issues, whatever their names.

[16] as of November 2004, Malta is preparing a NSSD document and Spain's is in draft form.

Table 1. *SD related Strategic Initiatives and Frameworks*

	National SD Strategy	National Environmental Strategy for Sustainable Development	National Environment Action Strategies or/and Plans	Links to overall national planning framework	Examples of Other relevant Strategic Frameworks
Albania			NEAP (2001)		PRS (2001) Management Program for Coastal zones (1996)
Algeria		National Action Plan for Environment and Sustainable Development (2002)		Strategy for Economic Revival (2001-2004)	
Bosnia and Herzegovina			NEAP (2002)		PRS (2004-2007))
Croatia			NEAP (2002)		
Cyprus			EAP (1996) Action Plan for the Protection of the Environment	Strategic Development Plan (2004-2006)	
Egypt			NEAP (2002-2017) National Agenda 21 (?)	Development and Reconstruction Map of Egypt up to 2017	
France	NSSD (2003)				
Greece	NSSD (2202)				
Israel	Strategic Plan for Sustainable Development (2003)			Israel 2020 Coastal Area Management Programme (1996)	
Italy		Environmental Strategy for Sustainable development (2002)		National Document for Economic and Financial Planning 2001-2004	
Lebanon					PRS
Lybian Arab Jamahirrya					
Malta	NSSD being prepared				
Monaco					
Morocco		National Strategy for Environment and Sustainable Development (1995). National Action Plan for Environment (1998)		National Plan for Economic and Social development (1999-2003)	National Charter for Land Management and Sustainable Development (2004)
Montenegro	Sustainable Strategy of the Ecological State of Montenegro (1996)				PRSP
Slovenia			NEAP (1999)	Strategy for Economic development (2001-2006)	
Spain	Draft NSSD (2002)				
Syria			NEAP (2001)		
Tunisia	National Agenda 21 (1995)			10th Social and Economic Development Plan (2002-2006)	
Turkey			NEAP (1998)	FYP 1991-1996 and successors	

Other relevant Frameworks

Other comprehensive frameworks that can be built upon to meet the OECD definition of national sustainable development strategy include periodic National Development Plans as well as externally stimulated[17] initiatives.

Besides National Conservation Strategies that are more frequent in the Southern part of the Region, most countries have developed National Plans and Strategies in conjunction with the implementation of international Conventions such as UNCBD and UNFCCC. Countries that are Parties to the UNCCD have also prepared National Action Plan to Combat Desertification. One should note that institutional responsibility for the preparation of these cross-sector strategies or plans has often been given to environment ministries.

Comprehensive Development Frameworks strive to reinforce long term strategic horizon and vision, ownership, partnerships between stakeholders as well as country accountability Under CDF, Poverty Reduction Strategies deserve a special mention because they are opportunities to integrate environmental considerations in addition to social and economic aspects. The example of Albania illustrates how the National Strategy of Social and Economic Development - Poverty Reduction Strategy (launched in 2001) considers different sustainable development dimensions:

> **Albania** PRS process involves a range of civil society consultation and dialogue with different stakeholders (civil and business society, local governments) at central and local levels. PRS aim is to increase GDP, improve education and public health, improve and protect the environment, reduce of regional differences.
> A special PRS chapter deals with sustainable urban and rural development.
>
> The workshop organized on "Poverty and Environment" has contributed to the inclusion of environmental issues in the strategy. The document recognizes environment protection (and its implementation through healthy, sustainable and integrated policies) as and important factor for poverty reduction, growth of the economy, and long term development of the country.
>
> Environment-related issues in PRS include: strengthening the Ministry of Environment and the Environmental Inspectorate, the definition of other central and local institutions' environmental responsibilities, the creation of emergency structures for cases of natural disasters, the awareness raising of the business community and its participation in the consultation and decision-making structures, the adoption of economic environmental policies and instruments, the adoption of environment quality standards, the reduction of pollution sources. Other issues include: the development and sustainable exploitation of natural resources in a way that ensure access to the poorer segment of the population.
>
> Source: World bank. PRSP-related coordination challenges in Europe; the case of Albania. Preliminary draft; Tirana donor workshop version, May 2004.

Other integrated frameworks comprise specific national strategies, plans or programme such as National Conservation Strategies and Coastal Area Management Programmes aimed at translating Agenda 21 and Med Agenda 21 into practical applications in Mediterranean coastal areas.

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[17] For a full development see : OECD DAC (2001). *The DAC Guidelines. Strategies for Sustainable Development. Guidance for Development Cooperation.* Development Cooperation Committee, OECD, Paris. And Dalal-Clayton and Stephen Bass (2002). Sustainable Development Strategies: A Resource Book. IIED 2002.

Whether in the South or the North, the profusion of integrated frameworks relevant to sustainable development is illustrated by the following examples:

Albania

National Strategy of Social and Economic Development - Poverty Reduction Strategy (PRS launched in 2001).
National Strategy and Action Plan on Biodiversity (2000)
National Assessment Report for the World Summit on Sustainable Development (2002)
Albanian National Strategy for Water (2004)
National Plan of Government (2002-2005)
Stabilization Association Agreement
Local Environmental Action Plan (Korca, Lezha, Tirana, Vlore)
Management Programme of Coastal Zone (1996)
National Strategy for Energy
National Plan to Combat Desertification
Nation Plan for Land management
Nation Action Plan for Health and Environment (1998)
Green Strategy for Agriculture (1998)
Strategy for Forests and Pastures Development (1998)
National Water Strategy (1998)
National Plan for Waste Management (1996).

Spain

National Energy Plan
National Plan for Sustainable Tourism
National Strategy for Forests and Forest Plan
White Book of Water
National Program to combat desertification
National Strategy for Conservation and sustainable use of biological diversity
Policy of Protected Marines Areas
National Strategy on Climate Change
National Hydraulic Plan
Purification and Drainage National Plan
Waste Management Plan.

Tunisia

National Action Plan to Combat Desertification
National Urban Development Strategy
National Land Use Plan (SNAT,1997 which is largely based on sustainable development and National Agenda 21 principles).
National Strategy for the sustainable management of marine resources
Strategy to promote rural women and improve living conditions.

Observations and Remarks

As indicated in Table 1. *SD related Strategic Initiatives and Frameworks,* only few countries have a stand alone NSDS.

The panorama is contrasted and evolves as more countries are encouraged to prepare their own National Sustainable Development Strategy (NSDS).

NEAPS are frequently assimilated to sustainable development strategies, particularly second generation NEAPS that give increased importance to social and economic considerations.

One cannot say that there are more NSDS in the Northern or Southern countries of the Region, nor that the integration of sustainable development into policy processes is more advanced in developing countries than in others. There is no obvious stratification of the framework types according to geographic or economic situations.

Some countries may have complementary or apparently parallel frameworks (e.g. Morocco).

The existence or absence of a NSSD **document** does not necessarily indicate whether or not there exists a national sustainable development strategy in the sense of OECD or UNCSD definitions. The existence of a strategy document does not inform on the quality of on-going processes.

Triggers

For a given country, different factors related to the global or regional context are conducive to the adoption of sustainable development perspectives and the preparation of a strategy.

The follow-up process to Rio, in particular the preparation of CSD Meetings and the related reporting obligations, as well as the signature of SD-related Conventions have been major drives to adopt a sustainable development vision.

At a regional level, the European Commission has played a significant role to inspire most member or accession countries with sustainable development concern, and has promoted the integration of sustainable development into policies, particularly environmental policies. For instance, the preparation of Greece' NSDS has been influenced by the European Union's Sustainable Development Strategy adopted at the Goteborg Council. The Italian National Environmental Strategy for Sustainable Development[18] (NESSD) was developed in accordance with the 6th Environmental Action Plan and the guidelines of Barcelona 2002 European Council. Prior to their accession, all recent members (e.g. Cyprus) had developed a National Environmental Action Programmes (NEAP[19]) and adopted/implemented the European Union's Environmental Acquis.

In some cases, the catalyst role of organizations like the OECD or international and bilateral agencies has been important. The OECD substantive work on Environmental Performance Reviews has influenced the environmental policies of member and other countries towards a sustainable development perspective. In some countries (for instance, France), the NSDSs conspicuously meet OECD Environmental Performance Study recommendations on the integration of sustainable development. Most developing countries of the Region have developed a sustainable development frameworks with donor support. UNDP supported National Agendas 21 in Tunisia, the World Bank promoted National Environmental Action Programmes in Albania, and the State of Montenegro has developed its strategy with the European Centre for Peace and Development.

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[18] *Strategia Nazionale Ambientale per uno sviluppo sostenibile*. 1993. Ministero dell'Ambiente. http://www.minambiente.it/sito/news/strategie_sostenibilita.asp

[19] While new generation of NEAPs keep a strong environmental focus but comprise social (participation) and economic (economic instruments) dimensions. The importance of social considerations is further amplified by the adoption of the Aarhus Convention and its principles.

Some Remarks

The importance of the international or regional initiatives and frameworks to create a momentum at country levels is recognized. One could anticipate that the recent European Union's SDS will have a similar stimulating effect as 6th Environmental Action Plan, particularly if some sort of "European Union's Sustainable Development Acquis" is adopted and implemented. The proposed MSDS could also play such catalytic role.

If the direct support of international organizations remains important to developing countries, one could also consider the role of horizontal cooperation between countries. Exchange of experience between different countries is largely provided by CSD international and regional events. Synergies between two countries preparing or implementing their national strategy could be encouraged further. Assuming that the experience of paired countries can be mutually beneficial, one could foster these partnerships towards sustainable development.

If they depart from previous approaches[20], donors can play an indispensable role to put in place mechanisms and processes for sustainable development. OECD[21] identifies different areas where coordinated and harmonized external partners' interventions could contribute significantly: promoting and ensuring country ownership, participatory approaches, strengthening strategic analysis and management capacity, public communication and information systems.

Whatever the influence of the international context, direct experience with country processes suggests that the presence and commitment of a charismatic, influential person is determinant to give impetus and maintain momentum.

2.1.2. Principles and Scopes

Most strategies enunciate general principles, focus on issues, themes and identify priority areas[22].

This section describes the principles and scopes of the different strategies. It also considers which dimensions of sustainable development are privileged and whether dimensions are addressed from an integrated perspective (i.e. considering the interdependence and interactions between dimensions and/or interactions between different central, regional and local levels).

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[20] Dalal-Clayton and Stephen Bass (2002). Sustainable Development Strategies: A Resource Book. IIED 2002. make a critical assessment of past donor support: "…These initiatives have been promoted from outside as time-bound projects rather than ongoing policy mechanism… With donor financial support and technical expertise, little emphasis was placed by sponsors on country ownership".

[21] OECD DAC (2001). The DAC Guidelines. Strategies for Sustainable Development. Guidance for Development Cooperation. Development Cooperation Committee.

[22] The very notions of "principles", "focus", "themes" and "priority areas" vary significantly across countries, to the extent that what is described as a "principle" in one national strategy can be labeled as a "theme" or "priority area" in another. This increases further the variety of situations and makes deceptive any classification.

Principles

Table 2. *Founding Principles in Strategic Frameworks* presents the different strategic principles in the 21 countries of the region.

The variety is particularly striking in the case of National Sustainable Development Strategies. For instance, the Greek NSDS identifies general principles (precautionary principle, polluter pays principle, equity and shared responsibility) and specific principles (decoupling economic growth and environmental degradation, sector integration, emphasis on prevention and management rather than remediation and investment, identification and management of carrying capacity as a basis for policies). In Spain's NSDS, principles are largely based on the UN Rio Declaration (social cohesion and social development, balanced economic growth with sustainable production and consumption patterns, conservation of natural and human patrimony, balanced regional land dynamics and sustainable urban development, and contribution to global development).

Most countries who adopted the NEAP approach (e.g. Croatia, Bosnia and Herzegovina) share the same principles: integration of environment policy into other sector policies, partnership and shared responsibilities, change in behaviour/attitude of production and consumption, and increased utilization of economic instruments.

Table 2. *Founding Principles in Strategic Frameworks*

	Albania	Algeria	Bosnia & Herzegovina	Croatia	Cyprus	Egypt	France	Greece	Israel	Italy	Lebanon	Libya	Malta	Monaco	Morocco	Montenegro	Slovenia	Spain	Syria	Tunisia	Turkey
integration between sector								■													
precautionary principle								■													
emphasis prevention and management over remediation								■													
balance economic growth with sustainable production/consumption																		■			
decouple economic growth and environmental pressure								■		■											
utilization of economic instruments				■																	
polluter pays principle								■													
change behaviour in production and consumption	■		■	■																	
social cohesion and development																		■			
partnership, shared responsibilities, equity			■	■				■							■						
improve education/public health.	■																				
awareness and participation				■		■															
integration of environment into sector policies	■		■	■																	
improve/protect the environment	■																				
identify/manage carrying capacity								■													
conserve natural and human patrimony																		■			
balance regional land dynamics and urban development	■																	■			
contribute to global development																		■			

Some observations on Principles

Principles can convey values (e.g. equity principle), give policy or strategic orientations (e.g. sector integration, decouple economic growth and pressure on environment, precautionary principle), or constitute merely action-oriented and operational rules (e.g. polluter pays principle).

Principles can refer to a single dimension of sustainable development (e.g. social cohesion, improve and protect the environment) or draw attention on the necessary synergy/balance between social, environment and economic dimensions (e.g. balance economic growth with sustainable production and consumption).

Principles can convey a sense of the intergenerational dimension (e.g. conservation of natural resources capital and human patrimony) or the interdependency of scales (e.g. balanced regional land dynamics, contribution to global development).

All strategic documents emphasize the need to better integrate the social, environmental and economic dimensions in the policies and decision-making processes. This concern does not systematically translate into similar principles. Consequently, the extent to which sustainable development considerations are effectively factored into country strategies varies widely.

The mixed nature (value, policy, operational) of principles makes them difficult to be implemented consistently and uniformly by different stakeholders.

Issues, themes and priority areas

The issues, themes and priority areas of a strategy determine its scope. The scope of a strategy reflects the country context (social, environmental and political) and traduces an implicit or explicit national vision of sustainable development.

The issues, themes and priority areas vary significantly across countries. Most issues, themes and priority areas entail social, economic or environmental aspects or dimensions[23]. For the convenience of description, issues, themes and priority areas have been grouped into broad categories[24] according to whether they pertain more or less directly to one dimension or combine different social, environmental and economic aspects:

- Protection and management of natural capital and ecosystems;
- Management of environmental flows;
- Production and consumption in a globalized market economy;
- Protection and development of human capital.

These categories that are not necessarily exclusive one to the other are presented in Table 3. *Themes and Priority Areas of SD Related Strategic Frameworks.*

[23] Keeping in mind that, from a sustainable development perspective, one cannot say that all dimensions are "covered" as it is true that in this context, interactions between the different dimensions is more important than the dimensions themselves.

[24] However, some themes and priority areas do not fall into this classification. They include international action (Croatia, France) often based on the bilateral or international legally binding agreements (UNCCC, UNCBD, UNCCD, etc.); foreign aid and solidarity (OECD countries); and follow-up to WSSD.

Table 3. *Themes and Priority Areas of SD Related Strategic Frameworks*

Protection and Management of Environment Capital and Ecosystems (environmental aspects)	Albania	Algeria	Bosnia & Herzegovin	Croatia	Cyprus	Egypt	France	Greece	Israel	Italy	Lebanon	Libya	Malta	Monaco	Morocco	Montenegro	Slovenia	Spain	Syria	Tunisia	Turkey
Environmental protection	■			■												■			■		
Protection of Natural ecosystem		■	■	■	■			■		■					■	■	■	■	■	■	
Management of Natural resources		■		■				■		■								■			
Sustainable agriculture		■	■		■		■			■						■		■		■	
Sustainable forest								■								■	■				
Sustainable land management							■		■						■	■		■	■	■	
Coastal management						■		■					■			■	■		■	■	
Sustainable urban management						■			■	■			■					■	■	■	
Environmental integration into sectors				■	■																
Environmental Institution strengthening	■		■			■											■		■		
Environmental monitoring system			■	■																	
Regional and international environment issues and action		■	■	■			■	■	■	■								■			

Management of Environmental Flows	Albania	Algeria	Bosnia & Herzegovi	Croatia	Cyprus	Egypt	France	Greece	Israel	Italy	Lebanon	Libya	Malta	Monaco	Morocco	Montenegr o	Slovenia	Spain	Syria	Tunisia	Turkey
Air quality & pollution control		■		■	■	■	■	■							■	■		■	■	■	
Water supply, treatment, management		■	■		■	■		■	■	■					■	■			■	■	
Energy		■	■		■				■	■					■	■		■	■		
Waste management			■		■	■		■		■			■		■		■	■			

Table 3. *Themes and Priority Areas of SD Related Strategic Frameworks (continued)*

Production and Consumption in a Globalized Market Economy (economic/behavioural/normative aspects)	Albania	Algeria	Bosnia & Herzegovin	Croatia	Cyprus	Egypt	France	Greece	Israel	Italy	Lebanon	Libya	Malta	Monaco	Morocco	Montenegro	Slovenia	Spain	Syria	Tunisia	Turkey
Sustainable industrial production	■	■			■		■		■							■				■	
Economic efficiency & competitiveness		■	■					■										■			
Sustainable production and consumption							■								■			■		■	
Sustainable transport								■					■			■	■	■			
Sustainable tourism					■											■	■			■	
Economic instrument and environmental norms	■		■																■	■	

Protection and Development of Human Capital (social/cultural/behavioural aspects)	Albania	Algeria	Bosnia & Herzegovi	Croatia	Cyprus	Egypt	France	Greece	Israel	Italy	Lebanon	Libya	Malta	Monaco	Morocco	Montenegro	Slovenia	Spain	Syria	Tunisia	Turkey
Quality of life		■								■						■			■		■
Public health		■	■		■		■									■				■	
Public awareness & participation			■	■			■		■						■	■			■	■	■
Equal access to natural resources	■																				
Solidarity & Equal access to services					■	■		■	■									■			
Sustainable state							■														
Cultural heritage			■													■			■		

Observations on dimensions in existing strategies

Issues, themes and priority areas with environmental focus or connotation (categories 1 and 2) are prevailing and usually more precise or specific than others. Most frameworks, NEAPs[25] in particular, remain largely environment-oriented and emphasize the protection of the environmental resource capital. The prevalence of environmental issues may be explained by the fact that strategy are often prepared by Ministries of Environment or because environmental issues are more visible and easily spotted. Whatever the reason, the environmental issues appear to be the easiest (obliged?) entry points to sustainable development strategy formulation and implementation.

The dimensions are often considered independently. The strategy seldom considers synergies between the different dimensions as part of the problem/issue and part of the solution. Issues, themes and priority areas merging the economic and environmental dimensions are more widespread than those combining other dimensions. Issues, themes and priority areas where social and environmental dimensions are integrated are conspicuously absent (e.g. addressing environmental issues due to social constraints, or vice versa).

Issues, themes and priority areas pertain to one or several sectors, or can be non-sector specific.

By addressing independently the different dimensions or having separate objectives for each of them, the inter linkages are skipped and the necessary trade-offs are masked.

Most countries face the challenge to anchor the different dimensions of sustainable development into their institutional reality, namely the different governmental sectors of government.

Identifying integrative themes, clustering priorities or specifying objectives according to dimensions are ways to address the various challenges. As a consequence to the diversity of context and institutional set-ups, countries have structured their strategy in many different ways, based on either SD dimensions, their integration or linkages to sectors.

Examples of different clustering follow.

> **Greece** NSDS adopts a two-pronged approach (reduction of pressures on the environment and promotion of social solidarity).
>
> Some themes offer more prospects for integration than other. For example, in **France**, the theme "Economic activities, enterprises and consumers" in the NSDS proposes the following priority actions:
>
> - Encourage industries to engage in sustainable development (e.g. through voluntary agreements).
> - Integrate sustainable development in production and consumption patterns
> - (e.g. through labelling system).
> - Encourage industrial innovations

[25] Whereas first generation NEAPs were purely environmental, most environmentally focused strategies evolved after UNCSD to consider, at least partly, economic growth and poverty alleviation.

- Develop the social and environmental responsibility of businesses through the provision of a national framework for dialogue between industries and other social actors.
- Create financial incentives for change in production and consumption (e.g. use of certification procedures, eco-labels and socially responsible investments, fiscal reforms and financial incentives).

Source: http://www.environnement.gouv.fr/actua/com2003/developpement_durable

In **Tunisia**, the National Agenda 21 addresses themes and issues that cut across different sectors: equity and poverty alleviation, change in consumption and production patterns, promotion of health, land use planning. Other priorities include tools and instruments such as international cooperation, indicators, economic instruments and environmental accounting, education and awareness raising, information building and management for decision making.

The Agenda also considers specific sectors as priorities (agricultural and rural development, tourism, industrial development, urbanization and management of human settlements, energy and pollution control).

A section is devoted to the integrated management of natural resources: management of water, land, and biodiversity, management of seas and marine biological resources, management of islands and coastal zones.

Source: Ministry of Environment and Land Management (1995). National Agenda 21. MEAT, Tunis.

Spain NSDS identifies inter sector and sector priority areas and specifies objectives according to different dimensions:

Inter sector
Economic growth, employment and competitiveness
Natural resources management and conservation
Training, research and technological innovation
Social and land cohesion
Climate change and air pollution
Sustainable tourism
Management and reduction of waste

Sector
Agriculture, Forest and Fishery
Energy
Transport
Tourism
Industrial Production
Consumption
Social cohesion and integration
Education
Research and technological development
Land management
International cooperation for development

Environmental objectives
Transport: promote the improvement of public transport
Natural Resources: make prudent and rational use of resources applying the Precautionary principle
Urban and Rural Strategies: introduce rural development strategies aimed at specific target zones and promoting functional diversity. Reduce regional and urban disparities.
Biodiversity: reduce biodiversity loss

Noise and Water: combat noise and water pollution
Climate Change: support the Kyoto Protocol

Economic objectives
R&D, Innovation, Education: improve population education, enhance R&D, exploit scientific and technical innovation
Tourism: rationalize tourism supply towards sustainable tourism
Eco-efficiency: support eco-efficiency
Industries: increase the efficiency and competitiveness of industrial production
by supporting small and medium scale enterprises
Non-Renewable Resources: internalize costs and benefits through correct Pricing: introduce new consumption patterns emphasizing savings of non renewable natural resources.
Local and International Cooperation: internationally cooperate towards the NSDS of each Member State and solicited the contribution of key sectors (agriculture, fisheries, food) towards sustainable development.

Social objectives
Combat Poverty
Enhance Social Welfare: develop support programs for immigrants, guarantee stable financial pension system for the elderly
Disease Prevention: Introduce national Health Plan approved by the Central Administration and the Autonomous Spanish Communities
Promote Equity
Reconcile family and work life
Enhance cultural diversity

Source: Estrategia Española de Desarrollo Sostenible. Documento de Consulta 2002
http://www.esp-sostenible.org/eeds/contenidos.htm

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2.2. SD related processes and mechanisms: countries experience and practices

2.2.1. Achieving integration and convergence

Achieving integration and increasing convergence toward sustainable development call for:

- striking the balance between social, environmental and economic perspectives and action (systemic integration);
- increasing the convergence of different sector and overall policies and programmes towards sustainable development;
- incorporating concerns/actions of local, regional or global levels into national decision/d implementation (vertical integration); and,
- combining a long term perspective with short term targets.

Integration and convergence can be promoted at different levels through a variety of mechanisms: policies and policy instruments, organisation and procedures, decision-making, planning and monitoring.

A sense of integration can already surface from the strategy documents when they enunciate multi dimensional principles and identify cross cutting priority areas (see section 2.1.2). This section examines some aspects of integration and convergence[26] in policies formulation and implementation (horizontal and vertical integration), in the utilization of planning and economic instruments, and through organisational arrangement (particularly decentralised initiatives).

More specifically, the section first describes how are sustainable development concerns embedded into different sectors and overall national policy. Then, the section considers what linkages or coordination exist between different sectors and between different strategic planning frames. The section goes on with the description of local initiatives that contribute to vertical integration. Further, the section presents the utilisation in the Region of some planning and economic instruments that prone to combine different SD dimensions. Finally, the section briefly reflects on how different planning documents hinges on the time dimension.

Embedding sustainable development in different sectors (convergence)

In most countries, sector Ministries have integrated SD phraseology in their policy and programme documents. However this does not necessarily translate into actual approaches, objectives and programmes in sector-wide strategies, plans or budgets. Only few countries in the region systematically pursue the introduction of SD considerations into sector policies objectives and programmes for instance by providing specific guidance and guidelines to different line agencies. Greece and Israel illustrate these government efforts:

> In **Greece**, integration of sustainable development into sector policies is being pursued on different fronts. The NSSD document indicates ways towards integration of the sustainable development into specific sector policies:

[26] Other aspects such as financing and financial flows for sustainable development are particularly important to integration and convergence. They are not considered here due to time constraint and the lack of information. In spite of UNDESA information available on investment patterns, it was not possible to examine consistently whether and how budget processes link to SD strategies.

- Spatial policies based in particular on the General Framework for Physical Planning and Sustainable Development: regional restructuring, support to multi centred urban structure and metropolitan centres, land use planning and urban development, strengthening governance of urban centres.
- Energy sector: decoupling energy intensity from economic growth through economic instruments and cost internalisation, polluter pay principle, stimulation of private investment, use of renewable energy and cleaner fuels.
- Transport sector: decoupling transport emission from economic growth, development of public transport infrastructure, traffic flow management.
- Agriculture and fisheries: rational use of natural resources.
- Industrial sector: proactive measures and voluntary agreements.
- Tourism sector: special directives and programs for the sustainable development of Greek coastal zones and islands, promotion of alternative tourism.

The Ministries of Agriculture, of the Environment, Physical Planning and Public Works and of National Economy have prepared a manual setting out Greece's approach to poverty reduction, gender equality and the environment.

New integrated policies have been prepared in particular: Policy for regional development and strategic physical planning (including Regional and general spatial plans), Policy for urban development (including Schema for sustainable development of urban centres and consideration for urban governance, land use plans for urban areas over 2000 inhabitants.) Land policy, General framework for physical planning and sustainable development. Sustainable development of towns and settlements (1997) and Spatial Planning and Sustainable Development (1999) address the different sustainable development dimensions, and provide guidelines for integration and coordination of sector policies.

At the implementation level, the NSDS implemented through an overall Operational Programme for sustainable development that is made of Sector (environment, competitiveness, transport, agriculture and rural development, education and labour) and Regional Operational Programmes. Environmental concerns has been integrated into Operational Programmes on Transport, Energy and Industry. SD concerns are also addressed in Management plans for the Protection of National Parks, Wetlands, Marine Parks, Coasts and Monuments of nature, and Sensitive Areas. According to OECD27, “good integration has taken place in the energy sector and satisfactory integration in areas under the responsibility of the Ministry (physical planning, and housing policy) in other sectors efforts have remained ad-hoc”.

Source: Ministry for the Environment, Physical Planning and Public Works (2002). National Strategy for Sustainable Development . MEPPPW, Athens.

In **Israel**, sustainable development considerations and principles are systematically built into national, regional or local master plans for particular sectors (e.g. power stations, airports, sewage, roads, quarries and railways) as well as into cross sector master plans (e.g. Master Plans for nature protection, for coastal areas and for tourism, Integrated National Master Plan on Planning, Building and Conservation). Guidelines have been prepared and specific indications given to the different Ministries on which aspects of their mandate are particularly relevant to sustainable development. Accordingly, the Planning, the Finance and other sector Ministries have to draft Strategic Plans for Sustainable Development to be presented to the general public, finalized and endorsed by the Government.

[27] OECD (2000). *Environmental Performance Review (1st Cycle) Conclusions and Recommendations 32 Countries (1993-2000).* OECD, Paris.

Source: Strategic Plan for Sustainable Development in Israel. Government Decision no.246, May 2003.

NEAPs efforts to integrate environment into sector policies through various committees and technical boards could also well serve as examples:

In order to coordinate and stimulate the national integration process, **Albania** has established a Ministry of Integration as well as integration units in all ministries. Several decision-making inter-ministerial structures (e.g. National Council of Territory Regulation, the local Councils of Territory Regulation, National Committee of Waters, National Committee of Energy, Committee of Tourism Policies, etc) involve, by a legal decision, experts and dignitaries of environmental institutions. The sectors of economy, tourism, territory regulation are represented in different environmental project boards and representatives of institutions concerned with the environment participate, in the boards of infrastructure projects.

In **Egypt**, Environmental Units are established in sector ministries and at the local government level.

Streamlining sustainable development into overall national planning and policy documents[28] (overall coherence).

In the Region, most countries prepare periodic national economic development plans. Usually, the line ministries prepare sector chapter - often based on their sector plan- following guidance issued by a national planning commission or equivalent coordinating entity. These sector plans tend to be linked into the annual budgets or to the medium term expenditure framework.

While economic concerns remain predominant, national economic development plans are increasingly incorporating social and environmental considerations. In some countries, sustainable development is directly factored into periodic national plans, by grounding and sourcing their periodic formulation on the very strategy document itself. Tunisia is an example:

In **Tunisia**, the Agenda 21 has guided the preparation of the last three Five-Year Plans. The concern for regional needs, the adoption a long time perspective and the integration of Agenda 21 priorities in a special chapter of the 10th Social and Economic Development Plan (2002-2006) indicate a strong linkages and continuing commitment.

The systematic involvement of ministries responsible for finance and for economic planning in the preparation and implementation of SD strategies also contribute to integration. Unfortunately this is not the usual practice and often national agencies that tend to take major development decisions may feel excluded. exception include, France, Greece and Cyprus where the Planning Bureau is actively involved in various committees are among the noteworthy exceptions.

[28] Linkages between strategies and overall planning frames are indicated in Table 1. *SD related Strategic Initiatives and Frameworks.*

Promoting linkages and coordination between different strategic planning frames and between different sectors (horizontal integration)

Assessing the linkages between different planning frames (strategic frameworks, cross sector or sector-wide strategies and plans) proves to be difficult on the basis of existing documents.

Concerning linkages between different strategic frameworks, documents often limit themselves to mentioning the presence of other SD related frameworks without establishing structural links. There is a general dearth of overall policy assessments and strategic sustainability assessment that could help to scrutinize potential overlap, identify cross cutting objectives, or leverage complementarity.

Linking different sectors in a sustainable development perspective can be achieved by ways of logical articulation, coordination arrangements, and individual exposure.

In general, specific sector policies do not reflect objectives and priority areas in National Sustainable Development Strategies. By definition, a sector policy does not go beyond the domains of expertise and responsibility attributed to the concerned line agency. Moreover, because they utilize different paradigms, logics and jargons, sector planning frames do not easily articulate one with the other. The lack of structural linkages hampers synergies at the implementation level.

Organisational arrangements for strategy formulation and implementation exist throughout the Region. Table 4. *Examples of some Mechanisms for vertical and horizontal Integration* indicates that most countries in the Region have set up inter ministerial bodies that provide for coordination and linkages between sectors in the formulation and implementation of SD strategies.

In addition to these, the participation of the same sector representatives in various mechanisms primarily destined to obtain inputs and foster stakeholder participation[29] also facilitates linkages between sectors. Indeed, the representatives of line agencies there get the opportunity to be exposed to sustainable development concerns and exchange with colleagues from other sectors, and eventually echo this concern into the planning and implementation sector work of their respective agencies.

With the view to foster convergence and horizontal integration, some countries have also set up a formal network of sustainable development focal points in the different sector agencies. Few examples follow:

> In **France**, the Inter-Ministerial Committee for Sustainable development (CIDD) is responsible for the definition, coordination and follow-up of the Government's sustainable development policy. It adopted the national strategy and is responsible for its implementation and regular update. It examines the coherence of the actions of all Ministries with the Government's sustainable development policy and France's commitments at the European or international levels. The ICS is chaired by the Prime Minister and the Minister in charge of sustainable development. It includes all other relevant Ministers. A representative of the President also joins the working group. The ICS meets at least once in a year.
>
> The CIDD is supported by the permanent Committee on Sustainable Development involving Senior Civil Servants designated in each Ministry to make proposals (e.g. on how to integrate sustainable development concerns into sector policies), give impulse

[29] see section 2.2.2.

and coordinate the preparation of action plans in each Ministry, and monitor the implementation of the Strategy in the Directorates and at a decentralized level.

There also exist other inter ministerial committees that provide for horizontal integration. The Inter-Ministerial Committee for the Environment (CIEN) and the Inter-Ministerial Committee for Land Management and Development (CIADT).

In **Morocco**, the National Action Plan for the Environment (PANE) strives not to duplicate what objectives and contents already exist in other sector strategies, cross-sector planning frameworks (National Scheme for Land Management and Sustainable Development, the National Plan for Economic and Social Development Plan PDSE 1999-2003) or national initiatives in the context of international commitments (e.g. National action plan to combat desertification in the context of UNCCD). Harmonization of actions is the results of consultation with all concerned stakeholders through thematic workshops. Some PANE specific actions (Program of Clean Cities, EIA Capacity building, awareness raising, market-based instruments, education, information base on NGOs) have been inserted in the National Plan for Economic and Social Development Plan.

Note on horizontal coordination and integration

As indicated in Table 5. *Examples of Mechanisms for Stakeholder Involvement* in section 2.2.2, responsibility for sustainable development is usually assigned to environment ministries which have limited influence in government. Consequently, sustainable development strategies may not be seen as relevant to other sectors. As noted by OECD, the weak integration in other sectors has undermined progress towards sustainable development: notwithstanding promising experience, "the degree of horizontal coordination and institutional integration could be significantly improved in most countries. There is a relatively large number of public institutions and government agencies with environmental, social and economic responsibilities. The dearth of formal integration mechanisms and the strong hierarchical nature of administrations make it difficult to formulate and implement sustainable development policies. There is little culture of joint problem solving"[30].

Decentralization and Local level initiatives

National sustainable development strategies need to distinguish issues that can only be addressed centrally from those that are better addressed at a local level (e.g. subsidiary principle). Linking national and local priorities and actions is one key principle for the preparation and implementation of sustainable development strategies. Decentralised decision-making offers such opportunity to link national strategy processes to local sustainable development initiatives. The convergence of top-down and bottom-up approaches ensures policy integration and consolidates implementation. Whereas strategic principles and directions should be set at the national level, detailed planning, implementation and monitoring should take place at local levels. Keeping in mind that the appropriate transfer of resources and authorities is essential to establishing two-way iterative processes between national and decentralized levels[31].

Follow-up measures to UNCED have spurred the development of Local Agenda 21. by local governments like municipalities. As a consequence, in addition to national

[30] OECD (2000). *Environmental Performance Review (1st Cycle) Conclusions and Recommendations 32 Countries (1993-2000).* OECD, Paris.

[31] UN DESA (2002) *Guidance in Preparing a National Sustainable Development Strategy: Managing Sustainable Development in the New Millenium*. Background Paper No.13. (DESA/DSD/PC2/BP13).

level frameworks, local sustainable initiatives have cropped up in most countries of the Region, particularly where decentralization is a major thrust in government policy.

In many cases, the central authorities have supported local initiatives through e.g. funding, capacity building, networking, and/or the provision of guidance. Sometimes, as is the case in **France** with the establishment of "Territory contracts", specific contractual arrangements have been made between the State and the Regions or Local authorities to organize the processes. The following paragraphs give a panorama of the variety of local initiatives and related support arrangements.

In **Bosnia and Herzegovina,** the preparation of Local Environmental Plans (LEAP) was one of the NEAP priorities. Local Environmental Plans (LEAP) mostly coordinated by NGO have been elaborated by municipal authorities in two Mediterranean municipalities (Apljina and Jablanica). In addition to LEAPs, the cantonal or municipal level authorities have been responsible for the preparation of Local Agenda 21. The local communities from the cities of Tuzla and Bijeljina adopted Local Agenda 21. The city of Banjaluka, in cooperation with the cities from the Federal Republic of Germany, has drafted a Local Agenda. The Austrian Government and SIDA are financing the preparation of two Local Agendas (Sarajevo Old Town Municipality and Srbac Municipality). Recently the Sarajevo Canton has decided that to which consists of 10 Municipalities enacted the decision on elaboration of Local Agendas Municipals and Cantonal.

In **Italy**, the competences in the environment field have been progressively transferred from national to regional and local levels. The national level is competent for the definitions of environmental quality objectives and the general criteria of sector policies. The regions are responsible for strategic planning and the provinces and municipalities for the control and implementation of plans and programs. In line with the National SDS and the objectives of the State-Region Permanent Conference, sub national planning and policy processes have developed into local Agendas 21 (co-financed by the Ministry of Environment) and regional sustainable strategy (at the moment only one). Approximately 140 local public administrations have joined the Italian Local Agenda 21 Network.

In **Malta**, the Environment and Planning Authority is supporting the development of Agenda 21 in schools. A number of schools are members of an Eco-Schools project that aims to empower school children to participate, act and be responsible for their school’s environment in line with Local Agenda 21 principles. This aim also extends to encouraging environmental responsibility both at home and in the wider community.

In **Slovenia**, some local authorities have already prepared or are preparing Local or Regional Agenda 21 or Environmental Action Program (e.g. Ljubljana, Maribor region, Coastal region). Key focus areas are all major environmental issues, depending on the problems of the region and sectors that affect the environment (industry and mining, the energy sector, agriculture and forestry, traffic and tourism). The Ministry of Environment support the preparation of the Local Agenda 21 in the technical and financial way.

In **Spain**, decentralization is a major feature of government policy. According to the devolution of environmental decision-making, autonomous regions and municipalities have the responsibility to implement environmental policies. Regional authorities also have a key role in the development of their programs and initiatives for sustainability. There exist several local Agendas 21 at the regional or municipal levels. Many sustainable development initiatives take place at this level (e.g. domestic waste management, ecological footprints, demand management, voluntary initiatives, pilot projects, etc).

In **Tunisia**, the progressive delegation to the private sector and local public communities of programs development, implementation and management helps

refocusing the State's role. In the context of decentralization, local public communities are increasingly involved. The preparation of the 10th Plan was an opportunity to initiate Local and Regional Agenda 21. Training sessions and workshops were organized for the preparation of local Agendas 21 that now exist in 50 cities.

Observations and Remarks

In this section, local initiatives are described from the perspective of vertical integration. Local initiatives also do play a major role in the involvement of stakeholders which is dealt with in section 2.2.2.

In developing countries the preparation of local sustainable development agendas has been supported by donor agencies, UNDP in particular.

Locally driven and implemented initiatives have gained recognition and are internationally networked.

In countries with a tradition of decentralisation and environmental activism, local initiatives have tended to develop independently from central authorities which may hamper convergence between top-down and bottom-up visions.

The devolution of authorities to regional or entities does not necessarily lead to integration of SD considerations at local levels. When local sustainable development initiatives exist in different places, they are not necessarily coordinated and do not converge systematically. In some countries, local Agenda 21 do not clearly plug into the national strategic framework and the national sustainable development strategy does not incorporate local level initiatives. Linkages are weak. Although some sort of reporting mechanisms exist in some countries, for instance Spain, for a majority, there does not seem to be a central level entity to ensure that bottom-up and top down approaches effectively converge.

Utilization of Planning tools and instruments that promote the integration

Most countries in the region are using planning tools and instruments that offer prospects for integration of sustainable development.

Whether at the strategic or project level, environmental assessment analysis (SEA or EIA) are particularly useful to promote sustainable development considerations as they bring together several dimensions of sustainable development; foster the understanding of underlying causes of unsustainable development and are amenable to participation of, or information to a wide group of 'non-expert' stakeholders.

Economic approaches and instruments that internalise social and environmental costs (e.g. environmental accounting, "getting prices right", environmental taxes) or foster stakeholders' sustainable development behaviour (e.g. incentive systems, eco labelling, voluntary agreements, green plans) also present potential for assimilating different aspects of sustainable development.

Other tools like SWOT analysis or Spatial Planning instruments that offer opportunities to account for and interweave different aspects and dimensions of sustainable development are not considered here.

By way of examples, this section illustrates what instruments are used, and indicates the arrangements and legal provisions made to enforce them:

In **Bosnia and Herzegovina,** the Environmental Law, prepared in compliance with EU Environment Policy, was passed in 2004 in both entities. It consists of set of laws: Framework Environment Law, Law on Water Protection, Law on Waste, Law on Protection of Environment and Law on Protection of Air and Law on Eco Fund.

The legislation prescribes the following instruments:

- EIA procedures
- Integral Environment Permit (EIP)
- SIA
- Eco labeling

The use of environment-related economic instruments is limited to water fees.

The implementation of all these instruments is still constrained by the lack of institutional capacity and resources.

In **Croatia**, EIA was introduced in 1984. Existing and new environment related laws are progressively aligning with the standards of the European Union. Environmental taxes are not widespread but exist in e.g. water management sector. The Government intends to introduce incentives for ecologically oriented businesses. Incentive measures are expected to increase the share of renewable sources of energy, to promote ecologically friendly technology, and to reduce waste. Environmental labelling system has been established to promotes the use of environmentally acceptable products and manufacture procedures.

In **Greece**, the legal base of the *Operational environmental program* is the National Law for the protection of environment, the EC environmental regulations, and the directives and obligations with respect to international environmental agreements and conventions. The bulk of environmental legislation in Greece results directly from the transfer of European Community directives into the national legislation. The NSSD document recognizes the importance of assessment tools (EIA[32]. ,1990, and SIA) as well as economic instruments.

The Council of State (High Court) has played an important role in defining the content of framework environmental legislation and providing a practical interpretation of the term sustainable development in case law. Legislation conducive to SD integration include: Law on Spatial Planning and sustainable development (1999), Law on Economic Development Incentives (1998) and a Law on Sustainable development of towns and settlements (1997).

The utilization of economic instrument in specific sectors (water, waste management, air quality, natural resources management) is encouraged. Costs internalisation and pricing, and incentives emission trading in the context of Kyoto implementation are also fostered. Voluntary agreements and the development of eco labelling schema, cleaner production and green plans are encouraged.

In **Italy**, the NSSD envisages different tools: enforcement of the environmental legislation, integration of the environment factor in the market, environmental fiscal reform, internalization of environmental costs, development of new environmental quality indicators and finalization of the Framework Act on Environmental Accounting.

The integration of environmental policies appears to be a major thrust. Several measures are already in place:

[32] . OECD "The practice of EIA has contributed to integration and has worked better in some areas than others: in tourism, aquaculture, roads and major infrastructures, projects, the influence has been noticeable, bet less so in other sectors (e.g. licensing of quarries)."

EIA and SEI of Plans and Programs (Strategic Environmental Impact is being used to promote sustainable development e.g. in General Transport Plan).

Quality and environmental certification through different schemes e.g. extension of Eco-Management Audit Scheme (EMAS) to all sectors, eco auditing and eco labelling, promotion of voluntary agreements.

Ecological taxation and subsidies reform to take into account environmental externalities Italy relies increasingly on environmental taxes and charges: e.g. carbon taxes on fossil fuels, tax on pesticides, ware and waste charges, vehicle taxation reformed to take greater account of environmental impacts, increased water and waste charges, etc).

In **Malta**, EIA and SEA procedures are in place in accordance with EU and national legislation. Malta's national land-use planning system strives to internalize social and environmental costs through mitigation of impact and planning agreements. The merger between the Environment Protection Department and the Planning Authority in 2002 ensured a closer coordination between spatial and environmental planning.

Various fiscal instruments are in place. Malta currently uses taxes, fees, subsidies, performance bonds, grants, and a form of tradable permits (to control off-road recreational driving). Recent developments in the field of economic instruments include the introduction of a new 'eco-contribution' introduced on several products. Malta operates a successful bottle return scheme for soft drinks, beer and bottled water. The water pricing regime was also adjusted to reflect more closely the actual cost of water production during the last years. In addition, for a wide range of environmentally sensitive activities, an Environmental Permitting Strategy is under preparation, which will introduce a new regime for Environmental Permit fees based on risk. Recognizing the potential for further application of the Polluter Pays principle through economic instruments, the Malta Environment and Planning Authority will shortly embark on a project assisted by the EU entitled "Building Capacity to introduce the Polluter Pays Principle through the use Economic Instruments to Implement the Environmental Acquis".

The Malta Tourism Authority operates a tourism eco-labelling scheme, introduced in 2002 during Eco-Tourism year, and Government is in the process of setting up a Green Leader network with green contact points in all government departments. Together with a programme to promote green public procurement, this process will initially target the areas of waste and energy.

In **Spain** the NSDS document prompts to possible policy tools to support implementation: evaluation of market based instruments and public intervention, voluntary agreements, and fiscal and monetary instruments. Environmental laws and legislation are in line with EU directives. In accordance with the recommendations of Committee of Aid to Development (1985 OECD) and the Law of Cooperation, Environmental Impact Assessments and Strategic Environmental Assessment are integral parts of major programs and projects. Spain applies the Polluters pays and User pays principles. Voluntary agreement, Eco labelling and environmental taxes are developed at the provincial level.

Remark

Until recently, in most Environmental Impact Assessments and Strategic Environmental Impact analysis, the environmental dimension prevailed over the

others. Practitioners and agencies are striving to broaden the scope of these largely used tools[33].

Linkages between different planning horizons

At the country level, there are often different types of planning frames, strategies and/or plans and programmes to address a sustainable development concern. On the one hand, strategy would convey a long-term vision and sets out policy directions and principles for future action and strategic objectives. On the other hand, plans and programmes usually would propose shorter term, concrete measures and activities.

All strategy documents in the Region acknowledge the intergenerational dimension of sustainable development. Beyond this, linkages and synergies between policies and planning frames with different time horizons (long-, mid-, and short-term) ought to be established to guarantee continuity. In addition to lasting commitment and smooth implementation, linkages between immediate action and long term perspective will help to anchor in the reality of measurable time-bound targets the work on sustainable development indicators undertaken by all countries under the CSD auspices.

In most countries, the long-term vision contained in the strategy document does not clearly connect to short-term actions and targets in plans. Only few countries have strived to link different time perspectives. Their strategies comprise or are complemented by separate, more detailed, sector action plans and programmes. For instance, in **Morocco**, the strategy serves as a basis for the National Action Plan for the Environment and a Priority Action Plan, and the **Italian** and **Greek** Strategies propose quantitative targets (often based on EC directives) for some areas of action and sectors.

Table 4 next page give examples of mechanisms that promote vertical and horizontal integration.

[33] Philippe Alirol (2003). *Linkages and Coordination between Environmental Assessments and Social Assessments.* Draft report for the World Bank

Table 4. *Examples of Mechanisms for vertical and horizontal integration*

	Coordination between sectors	Local level initiatives	Promotion of integrating tools and instruments
Albania	Various decision-making and implementation inter-ministerial structures (committees, board), Ministry of Integration integration units in concerned ministries,	Local Environmental Action Plans	SEA and EIA (drafted), Environment Taxes Environmental permits Law on environmental protection
Algeria			EIA (1990) Environment Taxes, polluter pays Framework legislation on environmental protection in a SD context, specific legislation (waste, energy, air quality)
Bosnia and Herzegovina	Environmental Steering Committee	Local Environmental Action Plans and Local Agendas 21	EIA Environment Taxes, (water, waste), economic instruments*
Croatia		Local Agendas 21	EIA (1984) Environment Taxes*
Cyprus	Environmental Committee		EIA (1991) Fiscal tools
Egypt	Environment units in sector ministries and in local governments	Governorate Environmental Action Plans	EIA Polluter pays
France	Inter-ministerial committee, SD focal points in concerned ministries	*"Contrats-pays"* Local Agendas 21	EIA (1977), Environment taxes
Greece	Inter-ministerial coordination committee	Local Agendas 21	SIA and EIA, various economic instruments*
Israel			EIA Polluter pays principle, eco labeling, voluntary initiatives
Italy		Regional SDS and Local Agenda 21	SEA and EIA, Framework Act on environmental Accounting, ecotaxes and eco labeling, etc.*
Lebanon		Local Agendas 21	
Lybia			
Malta		Eco-schools	SEA and EIA , various instruments*
Monaco			
Morocco			EIA (drafted)
Montenegro		Local Environmental Action Plans	EIA (1997), environmental taxes and users fees, polluter pays
Slovenia		Local Agendas 21	EIA and SIA Polluter pays
Spain	Inter-ministerial commission for coordination	Municipal and regional Agendas 21	EIA and SEA, various instruments*
Syria			EIA
Tunisia		Local Agendas 21	EIA (1997)
Turkey		Local Agendas 21	EIA

*see details in main text

2.2.2. Stakeholders involvement

A balanced representation of the civil society, stakeholder groups, business as well as government, is fundamental to sustainable development. Effective participation is a key principle of sustainable development strategies. It develops a sense of common ownership among stakeholders at central and local levels.

Stakeholders can be involved at different stages of the strategy preparation-implementation process: developing a vision, goals, and principles; establishing priorities, defining system components, pilot activities, targets and responsibilities; implementing and monitoring.

Stakeholders involvement helps to open up debate to new perceptions, ideas and sources of information; expose issues that need to be addressed; enable problems, needs and preferences to be expressed; identify the capabilities required to addressed them; develop consensus on the needs for action that leads to partnership and better implementation; and obtain feedback.

Governments have a key role to play in creating an enabling environment and organizing participation. Under legal and policy frameworks, governments can provide leadership, incentive and financial resources that facilitate participation.

There exist different levels and forms of involvement in policy processes. On the one hand, a representative multi-stakeholder body is often necessary to ensure governance of the strategy, make the key policy decisions and engage partners who are indispensable for effective implementation of changes and reforms. On the other hand, a broad public participation[34], based on interests and roles, in multi-layered and inclusive consultative events, builds up legitimacy and strengthen governance.

Other essential mechanisms include: institutionalised public communication and awareness raising (e.g. through media, websites) with a premium placed on transparency and accountability; and, strategic partnerships to share opportunities and responsibilities[35].

This section first describes different multi stakeholder entities established in the countries of the region, their composition, mandate and organisational structure. In order to give a sense of stakeholder involvement processes, the section then focuses on the preparation of national strategy document (who was in charge, who contributed, who was consulted and who approved) that is usually well documented[36]. Finally, consultative events and communication are only briefly mentioned, due to limited information availability.

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[34] UN DESA (2002) Guidance in Preparing a National Sustainable Development Strategy: Managing Sustainable Development in the New Millenium. Background Paper No.13. (DESA/DSD/PC2/BP13).
Dalal-Clayton and Stephen Bass (2002). Sustainable *Development Strategies: A Resource Book. IIED 2002.* Compiled by Barry Dalal-Clayton and Stephen Bass for OECD and UNDP.

[35] Promoting and building partnerships with the civil society, business, community and interest groups as well as government is seen as a major mechanism to involve a variety of stakeholders (UNDESA , 2001). Due to resource and time constraints, the Review does not consider this aspect.

[36] Often, implementation mechanisms are not specified in the strategy documents. This leads to assume that as far as stakeholder involvement is concerned, implementation is carried out under the same organizational set-up as preparation.

Multi stakeholder steering entities

Under various names (e.g. national council[37], commission, steering committee, assembly for sustainable development), multi stakeholder structures have proved useful in bringing various groups together for the formulation and implementation of the strategy. They are the key to good governance. They are essential to participation and contribute to integration. Both UNDSA and OECD Guidelines stress that multi stakeholder structures, like national commissions or steering committees, should have overall responsibility for the strategy processes.

As indicated in Table 5*. Examples of Mechanisms for Stakeholder Involvement*, most countries in the Region have established a multi stakeholder steering body Whereas the composition of these structures is similar across the countries, the mandate, degree of authority and chairmanship, as well as organization vary from country to country.

Composition

Multi stakeholder structures have been established by legislation or government decree. Throughout the region, stakeholder groups that are represented comprise government, civil society, private sector and academia. The selection procedures for representatives are not always documented. Usually, governments appoint their representatives and decide which other major groups ought to be involved. Depending on countries, participants of non-governmental sectors may be personalities nominated by government, or representatives appointed by their constituencies.

Mandate

Whereas some multi stakeholder structures have initially been set up to look at the national implications of global agreements such as Agenda 21 and other international SD related conventions, most mandates now include the following common terms:

Providing forums for regular debate on sustainable development issues across sectors and between levels;

Rendering advice and making recommendations to governments for decision-making as well as policy and plan formulation;

Harmonizing policies and plans towards sustainable development;

Overseeing and sometimes contributing to implementation;

Building capacity for sustainable development;

Monitoring overall progress towards sustainable development;

Raising public awareness through different constituencies.

[37] Over the past decade, the Earth Council has supported the creation of National Councils for Sustainable Development (NCSD) in many countries. According to various reviews, their success is rather mixed. Source: Earth Council 2002.

Chairmanship and degree of authority

According to most guidelines, a multi stakeholder entity makes key decisions. It needs to be seen both to have and to be able to exercise the powers required to formulate a strategy, achieve consensus on its scope and content, and monitor its implementation and impacts. When supervisory functions are emphasized and pertain to coordination, multi stakeholder structures are usually more effective if chaired at high political level. In the region, the chairmen are often the Prime Ministers, some times the Head of State, more rarely a Minister with central authority such as the finance of the economic planning ministry. The degree of political clout and influence a multi stakeholder structure depends on the chairmanship and the composition but also on the organizational structure and the relation to other government coordinating entities, particularly inter-ministerial committees.

Organisation structure of multi stakeholder entities

The most common component of multi stakeholder structures is the assembly that, in theory, should meet at regular intervals. Whereas assembly meetings for strategy preparation are well documented, little information is available on subsequent implementation meetings. Most countries have established technical committees or working groups, based on themes or sector to undertake technical work such as preparing documents and reports for consideration of the assembly. Sometimes, outside (i.e. not directly involved in the multi stakeholder structure itself) experts are employed on an ad-hoc basis. A Secretariat usually exists to provide continuing administrative support. Often the Secretariat functions[38] are performed by a government unit placed in the lead ministry.

The following examples illustrate the variety of situations in the region:

> In **Slovenia**, the Slovenian Council for Sustainable Development 1997) is a consultative body to the Government. In addition to ministers from all relevant sectors of public administration, it involves interest groups through their representatives: environmental NGOs, economic chambers, private sector science, academia and local communities, NGOs, trade unions. The Ministry of Environment, Spatial Planning and Energy acts as secretariat. The Council prepares and adopts guidelines and recommendations for sustainable development in the Republic of Slovenia; assesses documents related to sustainable development; and provides advice on the National Environment Action Program and other sector strategies.

> The Council operates through thematic working groups: Integration of sustainable development into sector policies and programs; Monitoring and evaluation ,formulation of sustainable development indicators; Cooperation with the UN CSD; Green tax reform and environmental reform of public finance; Education, promotion, institutional consolidation and research.

[38] The role of the Secretariat is briefly evoked in section 2.2.4.

In **France**, the National Commission for Sustainable development (CNDD) is an independent consultative body under the Ministry of Ecology and Sustainable Development. It involves personalities from partner organisations (representatives from: politically elected representatives, NGO's, employers associations, enterprises, labour unions, the media and scientists) appointed by the Prime Minister. The NCS provides advice and submit proposals to the Government for the preparation, implementation and follow-up of the sustainable development policy. The NCS is placed under the authority of the Prime Minister.

Stakeholders from government are involved the earlier mentioned Inter-Ministerial Committee for Sustainable development (ICS) that is responsible for the definition, coordination and follow-up of the Government's sustainable development policy. It adopted the national strategy and is responsible for its implementation and regular update. It examines the coherence of the actions of all Ministries with the Government's sustainable development policy and France's commitments at the European or international levels. The ICS is chaired by the Prime Minister and the Minister in charge of sustainable development. It includes all other relevant Ministers. A representative of the President also joins the working group. The ICS meets at least once in a year. It is supported by the permanent Committee on Sustainable Development,

In **Tunisia**, the National Commission for Sustainable Development (CNDD), chaired by the Prime Minister was created in 1993 to conceive and ensure the systematic integration of sustainable development concern in sector policies and programs. It involves all stakeholders in the implementation of a sustainable development policy. The Tunisian Observatory of the environment and sustainable development (OTTED) in the National Agency for Environmental Protection (ANPE) acts as a permanent Secretariat and is in charge of monitoring the implementation. The Commission is assisted by a technical committee, various sector committees and national committees under different international Conventions. Achievements include the formulation of Agenda 21 and a Priority Program for Sustainable Development in the 10th Plan. The elaboration of environment and sustainable development indicators, the National Action Program to Combat Desertification, and the National Strategy and Action Plan for Sustainable Management of Biological Diversity.

In **Malta**, the National Commission on Sustainable Development (2001) is chaired by the Prime Minister is composed of:

- all Ministers ex officio or their representatives;
- two members of the House of Representatives, one appointed by the Prime Minister and the other by the Leader of the Opposition;
- a representative of the Malta Environment and Planning Authority;
- the Chairman of the Malta Council for Economic and Social Development *ex officio*;
- representatives of such public entities as in the opinion of the Prime Minister are relevant to the functions of the Commission;
- a representative of the association of local councils;
- representatives of organizations which represent or have an interest in business, industry and/or industrial relations, scientific and academic bodies, the media, and other non-governmental organizations, which, in the opinion of the Prime Minister, are relevant to the functions of the Commission.

The tasks of the national commission are:

- to advocate sustainable development across all sectors of Malta, review progress in the achievement of such sustainable development and to build consensus on action needed to achieve further progress;

- to identify any relevant process or policy which may be undermining sustainable development and propose alternative processes or policies to the Government for adoption;
- to identify trends which may significantly give rise to unsustainable development and which will not be reversed on the basis of current or planned action, and recommend action to reverse such trends;
- (to increase awareness of the need that development must be sustainable;
- to encourage and stimulate good practice in the use and management of natural resources, in particular their minimal use and maximum reuse by recycling in an environmentally sustainable manner;
- to prepare a National Strategy for Sustainable Development; and,
- to carry out such other functions in relation to sustainable development as may be assigned to it by the Prime Minister.

Through its composition the NCSD has links to the Malta Council for Economic and Social Development, and the Malta Environmental and Planning Authority, which prepares national spatial and environmental plans. Linkages between the National Action Plans for Employment and Social Inclusion are being established. However links to the overall National Development Plan/Structural Funding process have not yet been developed.

The local councils, private sector and NGOs are represented in the NCSD. Specific funds are allocated to NGOs by the government All sectors are represented on the NCSD and have been invited to provide comments on the draft NSSD. The Strategy was launched for public consultation during a National Conference in April 2004. Consultation meetings on the Strategy were set up to provide major groups such as industry, women, local authorities, science, youths, the transport, energy and construction sectors and unions with the chance to give detailed reactions to the document. In addition, with a view to understanding the opinions, concerns and perspectives of the grassroots. focus groups were held with members of the public from different backgrounds, including village band club members, young mothers, law students and agriculture school students.

A NCSD website has been set up to support the NSSD consultation process (The other formal communications tools have been the national conference, radio programmes and consultation discussion meetings with major groups.

Source: http://home.um.edu.mt/islands/ncsd/.

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Table 5. *Examples of Mechanisms of stakeholder involvement: coordination, participation, consultation, communication*

	Framework type (adoption date)	Lead Organisation	Multi stakeholder Steering Body	Sector involvement and coordination	Substantive Inputs during preparation	Stakeholder Consultation events during preparation
Albania	NEAP (2001)	Ministry of the Environment. Dept for Economic Development and Foreign Aid coordination (DEDAC)		Various decision-making and implementation inter-ministerial structures (committees, board), inter sector working groups	Expert consultations	Workshops and National meeting with stakeholders. National conference on environment and sustainable development (2002)
Algeria	National Action Plan for Environment and Sustainable Development (NAPE-SD, 2002)	Ministry of Land Management and Environment	High council of Environment and Sustainable Development (1994)			
Bosnia and Herzegovina	NEAP (2002)	NEAP Directorate	National Steering Committee for Environment and Sustainable Development (2002)	Environmental Steering Committee	NEAP Steering Committees	Workshops with stakeholders
Croatia	NEAP (2002)	Strategic Planning Office				Workshop with stakeholders. Public hearings on EIA
Cyprus	EAP (1996) Action Plan for the Protection of the Environment	Ministry of Agriculture, Natural Resources and Environment	Council for the Environment	Environmental Committee		
Egypt	NEAP (1999) National Agenda 21	Egyptian Environmental Affairs Agency		EEAA Board of Directorates; Environment units in sector ministries and in local governments	EEAA Board of directories include representatives from the line ministries headed by the minister of state for environmental affairs .	consultation and participatory process with all relevant stakeholders, including the NGOs, local community
France	NSSD (2003)	Ministry of Ecology and Sustainable Development	French Commission of Sustainable Development (CFDD)	Inter ministerial Committee of Environment (CIEN) Inter ministerial Committee of land planning and management (CIADT), SD focal points in concerned ministries	National Council	Meetings with stakeholders, Parliament, Economic &Social Council. Meetings to discuss the Environmental Charter
Greece	NSSD (2202)	Ministry of Environment, Physical Planning and Public Works	Coordination Group for Sustainable Development	Coordination Group for SD	Inter-ministerial Committee	Workshop
Israel	Strategic Plan for Sustainable	Ministry of Housing and the Interior, Jewish Agency	National Council for the Environment,		Expert consultation	Israel Economic Forum on the Environment (1991)

	Framework type (adoption date)	Lead Organisation	Multi stakeholder Steering Body	Sector involvement and coordination	Substantive Inputs during preparation	Stakeholder Consultation events during preparation
	Development (2003)	Settlement Dpt. Israel Lands Administration	Harmonization Task Force			
Italy	Environmental Strategy for Sustainable development (2002)	Ministry of Environment and Land Protection, Dept of Sustainable Development	Committee for Agenda 21 implementation			Workshop with stakeholders
Lebanon						
Lybia						
Malta	NSSD being prepared	Ministry of the Environment, Environmental protection dept.	National Commission for Sustainable Development (2001)	Through NCSD	National Commission for Sustainable Development (2001)	
Monaco						
Morocco	National Strategy for Environment and Sustainable Development (1995) National Action Plan for Environ.(1998)	Ministry of Land Management, Water and Environment, State Secretariat for the Environment	National Council of Environment (1995)			
Montenegro	Sustainable Strategy of the Ecological State of Montenegro (1996)	Ministry of Environmental Protection and Physical Planning	National Council for Sustainable Development (2002)		Expert consultation National Council of Environment	
Slovenia	NEAP (1999)	Ministry of Environment, Spatial Planning and Energy	Slovenian Council for Sustainable Development		Slovenian Council for Sustainable Development (1997)	
Spain	Draft NSSD (2002)	Ministry of Environment	National Council for Climate Environmental sector conference Council for Environmental evaluation	Inter-ministerial commission for coordination Network of environmental authorities (1997)	Inter Ministerial Commission	Territorial Administrations, Economic &Social Council
Syria	NEAP (2001)	Ministry of Environment				Workshops with stakeholders
Tunisia	National Agenda 21 (1995)	Ministry of Environment and Land Planning	National Commission of Sustainable Development (1993)			Workshop with stakeholders
Turkey	NEAP (1998)	National Committee	Higher Council for Environment, Environment National Council			Workshop with stakeholders

Involving stakeholders in strategy formulation

In most countries, the Prime Minister ensures the overall responsibility for the preparation of the Strategy. However, the actual overall coordination is rarely directly under the Prime Minister's Office, but rather the designated lead government agency.

A majority of the national strategies has been prepared under the leadership of Ministries of the Environment. This partly explains the emphasis on environmental issues in most strategies. National Planning Agencies or Finance Ministries rarely play a central role. Exceptions include Croatia where the Strategic Planning Office lead the preparation and Israel where a group of governmental agencies (Ministry of Housing and the Interior, Jewish Agency Settlement Department and the Israel Lands Administration) jointly coordinated the process.

The main substantive contribution is made by the Ministries of Environment that usually prepare the draft strategy[39]. In most cases, different sector ministries contribute to the preparation process. According to countries, this involvement varies significantly, from a mere consultation through inter-ministerial commissions, to substantial contributions from technical committees (e.g. in Spain, the inter-ministerial Commission coordinated the inputs from 12 Ministries) or individual experts (e.g. expert consultations organized for the preparation of the Sustainable Strategy of the Ecological State of Montenegro). When the strategy has been prepared with external support (e.g. the World Bank supported NEAP in Bosnia and Herzegovina), the contribution of expatriate consultants may have been significant.

The involvement of stakeholders varies significantly across countries in terms of intensity (from consultation, to substantial contribution and to effective validation) and timing (often a one off consultation at the end of the preparation process, more rarely regular consultations). In general, the creation of a national commission, committee, or council (e.g. Turkey, France, Morocco, Malta) and/or the organisation of workshop provide for the ad-hoc consultation of major groups, including the private sector, academia and NGOs. This consultation may be thematic and take place before the preparation of a draft, or be organized to obtain reactions and feedback on a draft strategy. In only few cases is this consultation systematic and built into a preparation process merging top-down and bottom up approaches. Except in few cases (e.g. in Tunisia and Turkey where regional workshops were organized to review the draft strategy), the preparation is not systematically decentralised. Beyond the formal participation of stakeholder groups, the interface with the general public is limited to the organization of public hearings and the provision of information on the government's intention.

Across countries, the preparation process follows the same overall pattern. However, the depth, timing, objectives and breadth of stakeholder involvement vary significantly as illustrated by the Tunisian and French examples:

> In **Tunisia**, the Ministry of Environment and Land Use Planning (MEAT) was the lead institution in charge of the preparation of the National Agenda 21. It was assisted by the National Commission for Sustainable Development, supported by a Technical Committee and various sector committees. The preparation and updating of the National Agenda 21 were largely based on wide ranging consultations with different stakeholders at the national and local levels.

[39] NEAPs for instance are prepared and implemented by Ministries of Environment and often become the MoEs Plan, thus limiting broad ownership.

Source: Ministry of Environment and Land Management (1995). National Agenda 21. MEAT, Tunis

In **France**, by the Prime Minister's decision, the Ministry of Ecology and Sustainable Development had the responsibility to prepare the strategy and to give impetus and coordinate the preparation process. All concerned government institutions made their contribution, informed and guided by an initial government workshop.

A wide participation of actors in the elaboration of the strategy was a central concern of the Government. The National Council for Sustainable development (NCS) was created to involve representatives from civil society and territorial authorities. It provides advice and submit proposals for the preparation, implementation and follow-up of the sustainable development policy. It is made up of representatives from politically elected representatives, NGO's, employers associations, enterprises, labour unions, the media and scientists. The NCS is placed under the authority of the Prime Minister.

A number of meetings to discuss the Environmental Charter were organized where stakeholders could express their thoughts about environmental matters. These were also taken into account in the drafting of the national strategy for sustainable development. Finally, at the end of the preparatory process, the Economic and Social Council as well as the Parliament were consulted.

The Strategy was adopted by the Inter-ministerial Committee on Sustainable Development.

Source: http://www.environnement.gouv.fr/actua/com2003/developpement_durable

Remarks and Observations on stakeholder involvement

Qualitative information on stakeholder involvement is conspicuously missing. Consequently, it is difficult to figure out how and how far the consultation mechanisms have effectively influenced the preparation of strategies.

Except in few cases (e.g. in Tunisia and Turkey, regional workshops were organized to review the draft strategy), the preparation has not been nurtured by decentralized processes. Local initiatives (section 2.2.1) that constitute opportunities to involve a variety of stakeholders are not systematically merged into national strategies.

Stakeholder involvement requires a good understanding of who are the stakeholders, their responsibilities, rights and relations. Often strategic documents limit themselves to a mere enumeration of "usual" stakeholders. Criteria for involvement are not always clear which can lead to questioning representativeness.

Stakeholder involvement is often one-off. Mechanisms for a continued involvement that can be refined overtime seldom exist. For instance in many cases, the NCSD have only met once since establishment.

The involvement of stakeholders from government has been partly addressed in section 2.2.1. Stakeholders outside government may be involved in either an independent structure (e.g. NCSD) or inter-ministerial working bodies. In both cases, their degree of influence remain uncertain. The arrangements to tackle the issue of arbitration and trade-offs that is central to consensus building are seldom documented.

Participation is built into most SD related international obligations and most EC members have ratified the Aarhus convention that binds member states to enshrine participation in domestic legislation.

Consultation events and communication

Multi-layered and inclusive events at national or decentralised levels are opportunities to inform the general public, sometimes to obtain feed back, more rarely to reach or improve consensus[40]. The previous description of preparation process indicates that, in the region, these events have taken various forms: national conference, workshops, forums, roundtables, public hearings, thematic or sector workshop, national conference, e-consultation to provide comments on drafts, etc.

Communication and wide information dissemination is key for effective participation. They ensure regular flows of information between stakeholders and between various forums. National and local media play vital roles in the strategy process in keeping stakeholders informed on progress made, expressing consensus reached, generating wider understanding of sustainable development, and encouraging participation. Information and Communication Technologies are increasingly becoming important. As illustrated in Table 6. *Available Websites on National Sustainable Development Strategies*, most countries in the region have developed a website.

Examples of consultation events and communication follow:

> In **Greece**, the key objectives set out in the NSSD include the promotion of transparent and participatory processes involving all stakeholders and the implementation of Aarhus Convention principles. The National Centre for Environment and Sustainable Development (2001) was created to collect, organize and disseminate environmental information and data, raise environmental awareness, contribute scientifically to government policies and programmes concerning environment and sustainable development.
>
> A Committee for the free access to environmental information has been established (1995). The Panhellenic Network of Ecological Organizations is mainly active in education and public awareness
>
> In **Albania**, one priority of the National Environmental Action Plan is the “development of environmental knowledge and increased public participation in environmental issues”. The participation of non-government organizations as foreseen in NEAP aims at increasing public awareness of environmental issues through the mass media, seminars and conferences, and also through policies that enable public participation in decision-making and the development of environmental standards.
>
> Albania signed the UNECE Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters, commonly known as the Aarhus Convention, on 25 June 1998 and ratified it on 27 June 2001. This was a significant accomplishment in public information and participation.
>
> Environmental information is mainly disseminated through electronic and print media. A considerable number of information leaflets, posters and fact sheets on the environment have been produced and distributed. The regular publications include the Environmental Bulletin of the Ministry of Environment, the State of the

[40] In general, representative multi stakeholder entities like NCSD lend themselves better to obtaining feed back and consensus than larger, less formal structures.

Environment Reports, the REC Daily Environmental news. The 2002 Law on Environmental Protection stipulates that the National Environmental Information System is open to the public.
Information about the MoE is available through the Internet (http://www.nea.gov.al) and some environmental information is disseminated through TV and Radio or press conference.

In **Israel**, gives an example of environmental communication and awareness raising through NGOs. NGOs have organized the campaign to protect the country's coasts from development pressures. Public awareness of coastal management issues has been critical for the coastal conservation campaign and the formulation of policies. Over the past few years, the public has taken an active part in opposing to the urbanization of coastline. Through such means as litigation, protests, coastal cleanups and dissemination of information, the issue has been accorded higher priority on the national agenda.

These activities have already born fruit. Issues relating to coastal conservation are appearing in the daily press at a scope and frequency previously unknown. The NGOs have managed to mobilize support from decision- makers and the general public. Position papers have been prepared and information has been disseminated to a large audience. Draft laws on coastal protection have been submitted both by the Ministry of the Environment and by the Israel Union for Environmental Defence. A Forum of Coastal Organizations, which includes some 25 NGOs which deal with the marine and coastal environments, was established in 2000, in cooperation with the Society for the Protection of Nature in Israel. Furthermore, preservation of open spaces along the coastline emerged as a central issue in the 1998 municipal elections. Staunch public support for this issue helped change the composition of municipal councils, especially in Haifa and Tel Aviv.

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Table 6. *Available Websites on National Sustainable Development Strategies*

Albania	http://www.nea.gov.al)
Algeria	
Bosnia and Herzegovina	http://www.neapbih.ba/ http://www.bih.prsp.info/
Croatia	http://www.mzopu.hr/default.aspx?lang=en http://www.vlada.hr/default.asp?ru=2
Cyprus	
Egypt	
France	http://www1.environnement.gouv.fr/rubrique.php3?id_rubrique=9 http://www.environnement.gouv.fr/actua/com2003/developpement_durable/dossiersnnd0
Greece	http://www.minenv.gr/1/18/e1802.html
Israel	
Italy	http://www.minambiente.it/sito/news/strategie_sostenibilita.asp http://192.107.79.251/nuovo/home.htm
Lebanon	
Lybia	
Malta	http://www.doi.gov.mt/en/bodies/commissions/sustainable_development.asp
Monaco	
Morocco	http://www.matee.gov.ma/DAT/chart.htm http://www.minenv.gov.ma/
Montenegro	www.mepp.cg.yu
Slovenia	http://www.sigov.si/cgi-bin/wpl/mop/en/meni3.htm http://www.gov.si/mop/en/kdosmo/delovnatelesa_workprogramme.htm
Spain	http://www.esp-sostenible.org/eeds/contenidos.htm
Syria	
Tunisia	http://www.environnement.nat.tn/commission.htm http://www.environnement.nat.tn/observatoire.htm
Turkey	

2.2.3. Using and Building up Knowledge

In the formulation of strategies for sustainable development, a key principle is the identification of priorities based on a comprehensive and reliable analysis of the present situation[41]. This requires credible information on changing environmental, social and economic conditions, trends, pressures and responses, and their interactions, at, and between, local, national and global levels.

Although the Review did not look into the details of all strategies in the Region, the analysis carried out on few examples meets assessment made elsewhere[42]: strategies are often based on a very weak analysis. Most often, strategies are built on sector or discipline-related information and knowledge that already exist. A fresh look at issues from the perspective of the interactions between the different dimensions, between local, national and global challenges or between long and short term horizon is often missing[43]. Another shortcoming of the strategy development is the lack of stocktaking exercise and analysis of current strategies performance (e.g. stakeholder analysis, sustainability analysis, SD process and mechanisms analysis), including specific reviews of laws and regulations to check potential conflict with sustainable development.

Evaluating and managing the complex interrelationships between social, environmental and economic issues and objectives is always constrained by limited skill and capacity. It has to be recognised as well that sustainable development is complex and difficult and that scientific and technical experts will never achieve the comprehensive understanding of issues that could lead to undisputable solutions. While specialist expertise is needed, other types of knowledge from other levels need to be brought into perspective. Analytical tasks cannot be separated from stakeholder inputs and development. The Review did not find any documented experience of leveraging stakeholders' knowledge.

In general, there is very little information on the knowledge base for sustainable development[44], although some national websites and reports do mention institutions involved in environmental or sustainable development information collection and analysis. To various degree of sophistication, most countries have established environmental information systems and comprehensive tools (e.g. GIS). Institutions responsible for coordination, collection, processing and dissemination of environmental and SD information are usually attached to environmental ministries. Very few countries have established a specific entity like in Greece. Finally, one should mention that, as a follow-up to UNCED and at the CSD request, all countries are engaged in the development of national indicators for sustainable development that will improve the knowledge and information base.

The following examples illustrate the variety of situations:

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[41] See OECD Key Principles for sustainable development strategies Annex www

[42] Recent reviews by UNDSA, OECD, IISD, etc.

[43] OECD DAC (2001). The DAC Guidelines. Strategies for Sustainable Development. Guidance for Development Cooperation. Development Cooperation Committee : "Technical capacity and methodological skills are required for such analysis, and for long-term planning. In practice, these skills tend to be lacking and many existing strategies are based on incomplete or weak analysis"

[44] In the Country Profile 2002 UNCED DESA. Chapter 35 *Science for Sustainable development* and Chapter 40 *Information for decision-making* do not give much information on the comprehensiveness and reliability of information and knowledge available.

In **Israel**, the Central Bureau of Statistics and the Ministry of Environment are developing sustainability indicators to communicate environmental information to the public and decision-makers. Within the framework of a MAP/Blue Plan regional project, Israel has taken part in the development of some 130 indicators on sustainable development in the Mediterranean area. It has already prepared dozens of indicators with the assistance of the Central Bureau of Statistics which has set up an environmental unit to compile, collate and analyze data on the state of the environment and on environmental resources. Publication of sustainable development indicators in the Statistical Yearbook is expected to increase awareness of both the public and policy-makers on the state of the environment and sustainable development trends. An initial booklet of 11 indicators in the areas of legislation and enforcement, research, hazardous waste, energy production and consumption, transportation, river quality, air pollution, solid waste, and wastewater has been published.

In **Malta** the main comprehensive tool used to monitor the state of resources and the pressures on them is the State of the Environment Report, which is published in accordance with the Environment Protection Act, every three years. The next State of the Environment report will be published in 2005.

One of the most important avenues for knowledge sharing is the statutory public consultation process embedded with the environmental and spatial planning systems. In the spatial planning context, citizens are alerted to development proposals through site notices and newspaper advertisements, and they have the opportunity to make written submissions on projects. Opportunities to voice opinions are given during decision-making meetings, during reconsideration meetings, and during appeals, which can also be launched by third parties. For larger developments, public involvement in EIA processes is also provided for. When the SEA Directive comes into force plans and programmes will also be subject to extensive public consultation.

The Aarhus Convention and related EU Directive also provide for public involvement in decision-making and Maltese law transposes this in accordance with these international commitments.

One tool used to assess the outcomes of sustainable development processes is the sustainability indicators set prepared by Sustainability Indicators – Malta Observatory (SI-MO). This Observatory was established in November 2000 to meet the requirements of the MED-ERMIS (Malta) project.

The MED-ERMIS project involved the computation of 100 indicators based on the Mediterranean Commission for Sustainable Development (MCSD) methodology (3 out of the 130 indicators were not applicable for Malta). This exercise was carried out in collaboration with the National Statistics Office. The work was disseminated as follows: a book was published with the data sheets for each of the 100 indicators, containing data and main trends over the 1995-2000 or 1995-2001 periods, and useful information about 27 indicators for which data could not be obtained. An interactive compact disc, with an accompanying manual, containing all the research output of SI-MO was produced and disseminated. A press conference was organised during which the press was briefed on the meaning and importance of these indicators.

Another initiative that SI-MO (Malta) took in order to increase public awareness on issues of sustainable development and sustainability indicators was the production of a fast paced 25-minute video. This video was aimed at the general public and it explained the need for sustainable development and how sustainability indicators can be used to gauge a country's performance in this respect.

With respect to the preparation of the NSSD, through the process of wide public consultation, at national, regional, sector and grassroots levels, a broad range of perspectives on sustainable development have been elicited. These views will be woven together to update the draft NSSD and identify priorities. Otherwise the wide membership of the NCSD helps to ensure that knowledge diversity is incorporated into the sustainable development policy processes.

Stakeholders present on the NCSD have numerous opportunities to learn more about sustainable development policymaking, and the consultation process itself is educational in that it helps citizens and organisations to think strategically and prioritise what they consider important sustainable development issues. Communications tools such as the MRAE and MEPA websites also build up the knowledge and capacity of stakeholders, but ongoing media awareness campaigns such as the MRAE Xummiemu campaign (http://www.xummiemu.gov.mt/malti/graphics/index.html) and the MEPA Saving Rinu campaign (http://www.mepa.org.mt/index.htm?WED2004/RINU.htm&1) also reach a wide audience and raise awareness to increase the capacity of stakeholders. The Maltese environmental sector is currently benefiting from a number of EU-funded capacity building projects related to the transposition of the EU environmental acquis, including a twinning project with the Austrian and UK environment agencies.

In **Morocco**, under the State Secretariat of the Environment, the National Laboratory of the Environment (ONEM) maintains an Information and data system on the environment (SIDE) including national and regional GIS (SIGER) information and sustainable development indicators. A Sustainable development network is envisaged to facilitate the access and exchange of information between all stakeholders.

Under the Land Management Department, the National Center for Land Management and Sustainable Development (CNATDD) and Regional Observatories for Land Management and Sustainable Development collect and analyze data, assess EIA studies, and support local authorities in developing their sector or development plans. The National Observatory of Migrations maintains a date base on migration.

In **Tunisia**, the Tunisian Office for Environment and Development (OTED) plays a central role in managing knowledge on sustainable development. OTED collect from existing thematic networks, produces, disseminates and analyses SD information. It services the different partners. It has developed a system to help planners making decisions (Support decision-making for natural resource management and the environment , SAIDE). OTED is in charge of monitoring SD indicators.
Another important component of knowledge management is the Sustainable development network (RDD) which involves the different actors.

Other institutions involved in knowledge management activities comprise the State Secretariat for Scientific Research and Technology established in 1991 and the Center for Environmental Technology (CITET). Tunisia is active in regional networks and partnership aiming at increasing knowledge and scientific bases: LIFE, CIHEAM, MEDURBS, MEDCAMPUS, MEDSPA, and METAP.

2.2.4. Organisational Arrangements

An effective strategy for sustainable development requires good management that provides leadership, organizes, coordinates and administers the different processes, harnesses the human and financial capacities and potential, and monitors achievements. These functions are better be performed by some form of coordinating body that acts as a small secretariat.

Theoretically, the secretariat is not politically responsible for the strategy and does not make strategic decisions as is the role of the multi stakeholder entity.

In practice, most secretariats are placed within the lead Ministry and *de facto* primarily responsible to it. As evidenced by many examples in the region, the administrative and political roles of secretariats are not always well delineated. The linkages between secretariats and multi stakeholder steering entities are not clearly formalised.

While a detailed description of the situation at the Region level could not be made[45], the following are examples of how secretariats articulate with other entitites:

> In **Tunisia**, The Ministry of Environment and Land Use Planning (MEAT) is the lead institution in charge of coordination of the implementation of Agenda 21. It is supported by the specialized public agencies such as the National Environment Protection Agency (ANPE) and the Tunisian Observatory for Environment and Sustainable development (OTED).
> The Tunisian Observatory of the environment and sustainable development (OTTED) in the ANPE act as a permanent Secretariat to the National Commission for Sustainable Development. OTTED is in charge of monitoring the implementation of the Strategy.
>
> In **Italy**, the Ministry of the Environment and Land Protection is the lead agency for implementation. In addition to environmental functions, the Department for Sustainable Development (SVS 1999) of the Ministry of the Environment and Land Protection is responsible for the promotion and coordination of programs and projects for sustainable development, updating and management of the National Plan for Sustainable Development. It is also in charge of promoting voluntary agreements, environmental tax regulations and tariffs mechanisms.
>
> One of the six Commissions of the Inter-ministerial Committee for Economic Planning (CIPE) is devoted to sustainable development. Through a Technical Board of its Commission for Sustainable Development, CIPE identifies the structures and bodies that should monitor and evaluate implementation. The board consists of representatives from the Ministry of Economy, the Regions and other Ministry representatives competent on the treated subject. The Board includes representatives from the main technical national bodies responsible for providing information (i.e. APAT: National Environmental Protection Agency and ENEA: National Institute for Energy, Environment and New Technologies). The Technical Board, in cooperation with the Minister of Environment, prepares annual assessment reports on the Strategy's State of implementation, based on 10 priority indicators.
>
> Whereas the Ministry of Environment is politically responsible, other Ministries, Environmental NGOs, Trade Unions, Enterprises, local authorities (region) are all involved in the implementation of the Strategy.

[45] annex 5 outlines in a matrix form the elements that could be used for such description of established management systems, or candidate elements for system establishment: coordination body and leadership; Monitoring and indicators; Reporting and feed back systems, Conflict management and arbitration; Financial resources including ODA; Skills and Capacity; Planning, milestones, duration, timeframe; Public communication.

Some Observations

There is little information on the human and financial resources of the secretariats existing in different countries.

Further data collection and analysis would be necessary to describe the functioning of these secretariats in the different countries of the Region.

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3. KEY ASPECTS AND GOOD PRACTICES

This section presents in a matrix form a recapitulation of the previous sections on two major processes: "Policy integration and convergence" and "Stakeholders involvement"

The components are listed with the main mechanisms, tools and examples of countries where they have been established.

Table 7. *Process: Policy integration and convergence*

Component	Mechanisms and Tools	Examples
SD concern in sector vision	Guidelines and guidance to sectors Sector programmes for SD implementation SD Focal Points in sector ministries Harmonization workshops Inter ministerial committees, inter sector working groups	Greece, Israel Greece France Morocco Most countries
SD concern in overall national planning and budget	Planning commission and economic ministry representatives in coordinating or steering entities SD principles in periodic national economic development plans National environmental accounting	Croatia, Cyprus Most countries Italy
Local level initiatives	Local Agendas 21 Lower level initiative (e.g. eco schools) Global and regional and national networks of local initiatives Voluntary initiatives at municipal levels	Most countries Malta Italy Spain
Planning and economic tools	EIA, SEA, Polluter pays principle, environmental taxes Spatial Planning Eco management audit schemes	Most countries Quite few countries France, Morocco, Tunisia Italy
Linking different planning horizon	Overall goals linked to immediate targets Strategy contains implementation provisions and plan	Italy Tunisia

Table 8. *Process: Stakeholders involvement*

Component	Mechanisms and Tools	Examples
Engaging government sectors	Inter-ministerial committees and working groups	All countries
Steering preparation and implementation	National council, commission, steering committee Expanded inter-ministerial committee	Most countries
Consultation	Forum, national conference e-consultation, expert consultation, Public hearings Decentralised events Network	France, Malta, Israel Montenegro Croatia Spain
Communication and Awareness raising	Media websites	Morocco Malta

4. GUIDELINES FOR STRATEGIC FRAMEWORKS FOR SUSTAINABLE DEVELOPMENT

The purpose of this section is not to provide additional comprehensive guidelines or precepts but rather to highlight important features of the preparation and implementation of NSDS. This can help a country to place the process in its overall institutional and administrative setting and to identify appropriate arrangements and mechanisms. By proposing a common language to the diversity of participants of the national process, it may also support them in structuring their national dialogue towards a country-specific approach. It can also help in the analysis of what has already been done and achieved, and what is the quality of national efforts towards sustainable development. Finally, the systematic use of this generic frame by practitioners may facilitate the feed-back to international levels as well as improve horizontal dialogue and exchange of experience.

Based on the current countries experience reviewed in preceding sections, this section first recapitulates the definition, the characteristics, the structure and the constituting elements of national sustainable development strategies as found in the work of the Development Assistance Committee (DAC) of the Organization for Economic Co-operation and Development (OECD) and the guidance developed by the UN Department of Economic and Social Affairs (DESA)[46]. The section then gives examples of mechanisms or arrangements to activate or manage the different processes. Finally, some operational guidance are proposed for the practitioners to develop terms of reference for the preparation, implementation and improvement of the national sustainable development strategies.

4.1. Recapitulation

Definition

A strategy for sustainable development comprises: " A coordinated set of participatory and continuously improving processes of analysis, debate, capacity strengthening, planning and investment, which seek to integrate the short and long term economic, social and environmental objectives of society- through mutually supportive approaches wherever possible- and manages, trade-offs where this is not possible".

Characteristics and Principles[47]

A national sustainable development strategy exhibits the following characteristics and principles:

Integration and Coherence: integration of economic, social and environmental objectives and action; synergies and convergence between sector and thematic strategies and between different levels; inter generational perspective

- linking social, environmental and economic issues and actions;
- linking different sectors;

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[46] Essential references for those involved in the preparation and implementation of NSDS include: OECD DAC (2001). *The DAC Guidelines. Strategies for Sustainable Development. Guidance for Development Cooperation.* Development Cooperation Committee, OECD, Paris.
UN DESA (2002) *Guidance in Preparing a National Sustainable Development Strategy: Managing Sustainable Development in the New Millenium*. Background Paper No.13. (DESA/DSD/PC2/BP13).
Dalal-Clayton and Stephen Bass (2002). *Sustainable Development Strategies: A Resource Book.* IIED 2002. Compiled by Barry Dalal-Clayton and Stephen Bass for OECD and UNDP .

[47] Source: adapted from OECD DAC (2001), UN DESA (2002), and Dalal-Clayton and Stephen Bass (2002).

- linking local, national, regional and global priorities and actions;
- linking the long to the medium and short terms.

Broad participation and effective partnerships

- people centred;
- consensus on long-term vision, and well-defined, differentiated and agreed implementation responsibilities;
- transparency and accountability;
- access to information for all stakeholders and effective networking;
- formalised channels for communication;
- partnerships among government, civil society, private sector and external institutions.

Country ownership and commitment

- political will and leadership;
- strong institution or group of institutions spearheading the process;
- strong and continuous stakeholders commitment;
- good governance;
- shared strategic vision and agreed timeframe.

Developing capacity and enabling environment

- building on and expanding existing knowledge and expertise of different stakeholders;
- building on and complementing existing processes and strategies.

Focus on outcomes and coherent means of implementation

- based on comprehensive reliable social, environmental and economic analysis;
- realistic, flexible targets linked to overall vision
- mechanisms for monitoring, evaluation and feedback.
- linkages with budget and investment processes.

Structuring blocks

The key components to prepare and implement a sustainable development strategy comprise:

- a long term vision with principles and priorities;
- a set of inter related processes
- a combination of different mechanisms and tools
- a system to manage the process, providing for momentum, overall coherence and coordination.

Steps and Elements for preparing, managing and continually improving a strategy for sustainable development[48]

Steps and elements comprise continuing, regular and one-off activities, operational tasks, decisions, etc. The following can be considered:

- Seek or improve political commitment to the strategy preparation and implementation process from the highest as well as all other levels.
- Estimate the benefits that might derive from developing and implementing a strategy.
- Secure or confirm a mandate for the strategy from the highest as well as all other levels.
- Identify the stakeholders in the preparation and implementation, and outline their responsibilities, rights and relations in the process;
- Seek agreement on the roles of stakeholders (private sector, civil society including NGOs, local communities, donors, national and local government, etc.)
- Ensure broad-based ownership by stakeholders of the process, particularly a vision, principles and priorities;
- Establish or strengthen a steering committee or equivalent multi-stakeholder forum (e.g. National Council for Sustainable Development) with a broad balance of representation from government, the private sector and civil society acceptable to stakeholders;
- Establish or strengthen a secretariat or coordinating body acceptable to stakeholders, with sufficient authority and resources to coordinate and manage the process;
- Mobilize the required resources. Identify, secure, and allocate in a timely and accountable manner, the required:
    - skills, and sources of knowledge and learning;
    - management, legal and institutional support;
    - financial resources.

- Take stock of existing processes and mechanisms:
    - catalogue the range of existing strategies related to sustainable development;
    - identify the issues covered, vision, goals and responsibilities;
    - identify mechanisms and processes used by existing strategies;
    - review achievements of these mechanisms in terms of synergies, clashes and gaps, and their outcomes;
    - determine the existence/extent of sector policy conflicts and inconsistencies, and the work necessary to resolve them;
    - identify what is required to improve synergies and bridge gaps.

- Develop or improve coherence and coordination between strategy frameworks at all levels from international to local; and between and within sectors.
- Establish or improve the ground rules governing the strategy process:
    - debate and agree how all decisions will be made and agreed, and uncertainty dealt with;
    - coordinate means for negotiation of trade-offs and conflict management.

- Establish and promote a schedule or broad calendar for the strategy process – determine activities, responsibilities, capabilities and resources needed, and their timing.

[48] Source: Dalal-Clayton and Stephen Bass (2002) modified from OECD DAC (2001)

- Communicate and Promote the strategy as a unified concept.
- Establish or improve provisions for regular analysis, debate, communication, planning, implementation, monitoring and review; to ensure that all stakeholders are best able to play their part in the strategy. They will involve establishing or improving:
  - means for analysing sustainability, stakeholders, mechanisms and processes, and scenarios;
  - regular stakeholder fora and other means for participation (thematic, national, decentralized and local) to reach and improve consensus on basic vision, goals, principles, system components, pilot activities, targets and responsibilities, and to review progress;
  - communication and information systems to ensure regular flows of information concerning both the strategy and sustainable development between stakeholders and between fora. This will include development of key information products to improve awareness and stimulate action, and the establishment of knowledge management systems to ensure sharing of experience and facilitate collective learning;
  - major decision-making arrangements, notably: structures and roles; handling global and local values and risk; means of delivering consensus and handling negotiations; and ways of linking those involved;
  - implementation services and control mechanisms – means for selecting policy implementation instruments (regulations, incentives and voluntary mechanisms) and applying them;
  - means for planning investments – tasks involved in making the case to different investment sources, and the criteria that should be used;
  - monitoring and accountability mechanisms to assess both strategy processes and their results. These will include: developing and reviewing sustainability indicators, baselines, standards and codes of practice; identifying and encouraging innovative processes to promote the culture of action-learning;
  - independent monitoring; and feedback to decision-making.

4.2. Examples of arrangements and mechanisms for major processes

Stakeholders involvement and Partnerships: Establishing or strengthening a strategy entity[49]

A multi-stakeholder steering entity, comprising representatives of the private sector and civil society as well as government, has generally been found necessary to ensure equitable governance of the strategy processes and to make the key decisions. This body needs to be seen both to have, and to be able to exercise, the powers required to formulate a strategy, achieve consensus on its scope and content, and monitor its development, implementation and impacts.

Its *key tasks* include:

- promoting acceptance (in political circles) of the need for, and benefits of, the participation of stakeholders in the strategy process;
- encouraging the sustained participation of key stakeholder groups in the development, implementation, monitoring and evaluation of the strategy, its outcomes and impacts;
- providing general oversight of the strategy process, and particularly representation of stakeholders within it;
- taking responsibility for the appointment and conduct of the secretariat;
- approving process design and revisions;
- reviewing major evidence on sustainable development problems and potentials;

[49] Source: Dalal-Clayton and Stephen Bass (2002) modified from OECD DAC (2001)

- reviewing technical and policy options;
- making policy decisions (or recommendations to higher authorities where needed);
- obtaining (when required) timely decisions from higher authorities that enable strategic planning and implementation processes to be seen to be working;
- reviewing and approving major strategy documents and progress reports, and formal submission of such documents to government, where needed;
- providing appropriate advocacy for the process among respective constituencies (government, private sector, civil society and, where appropriate, the donor community) to engender confidence;
- stimulating partnership building for implementation.

It is the membership and procedures of this entity that form the 'heart' of the strategy process. As such, they will largely determine the credibility of the strategy It is preferable for the chairperson to be an independent, eminent person not beholden to any particular interest group. The steering entity needs to meet regularly.

Coordination and Management systems: Establishment of a Secretariat[50]

Recent assessments indicate that an effective strategy for sustainable development requires good management that provides leadership, organizes, coordinates and administers the different processes, harnesses the human and financial capacities and potential, and monitors achievements. These functions are better be performed by some form of coordinating body (e.g. a small Secretariat).

Its *key tasks* include:

- Organizing and coordinating the overall strategy processes.
- Gaining confidence and support for the process from key political groups, statutory bodies and (where needed) donor organizations.
- Planning specific activities, meetings and events.
- Facilitating the setting of agendas at all stages of the strategy process, and follow-up of decisions/agreements.
- Budgeting for and procuring expertise and resources.
- Ensuring that the roles of participants in strategy processes are clearly established.
- Supporting working groups and other committees.
- Acting as a communications focal point for information and enquiries.
- Ensuring adherence to timetables.

Thus the secretariat does not make the key decisions on strategy goals, policies, and so on, nor is it expected to undertake everything itself, but to fulfill an organizing, anchoring and support role to provide day-to-day coordination on a continuing basis within a broadly agreed timescale. The secretariat needs to command the respect and trust of stakeholders and to discharge its functions in an open and neutral way. Past experience shows that a secretariat works best if it is located centrally within government; for example, within the office of the president or prime minister or within a body which has recognized authority for cross-government and cross-sector coordination such as the ministry of finance and development planning or a national planning commission (often the latter are directly responsible to the president or prime minister). Where a secretariat is placed within a line ministry, there is the danger that the strategy will become, and be seen as, an activity of that ministry and will cease to command the wider acceptance and support that is needed.

[50] Source: Dalal-Clayton and Stephen Bass (2002) modified from OECD DAC (2001)

Policy integration and convergence: Local Agenda 21[51]

National sustainable development strategies need to distinguish issues that can only be addressed centrally from those that are better addressed at a local level (e.g. subsidiary principle). The convergence of top-down and bottom-up approaches ensures policy integration and consolidates implementation. Decentralised decision-making offers such opportunity to link national strategy processes to local sustainable development initiatives. The formulation of Local Agenda 21 allows detailed planning that translates strategic visions into practice.

Following UNCED, local and national governments have promoted Local Agendas 21. In developing countries these agendas were supported by donor agencies, UNDP in particular. Various assessments indicate that Local Agendas have increased the willingness of citizens, community organizations and NGOs to 'buy in' to planning and environmental management where they are organized in such a way as to encourage and support their participation. Local Agendas 21 represent a major innovation in local planning for sustainable development. At their best, Local Agendas 21:

- are grounded in a broad inclusive process of consultation, coordinated by a local authority and drawing in local key stakeholders;
- ensure that sustainable development local concerns, from the very localized feed into higher level planning and initiatives;
- provide an efficient and equitable means of identifying common goals, reconciling conflicting interests and creating working partnerships between government agencies, private enterprises and civil society groups.

Their effectiveness depends on the accountability, transparency and capacity of local government, although they can also become a means for promoting these qualities. Thus, most examples of successful and influential Local Agendas 21 come from cities where there have been major improvements in the quality of local government, only a few of which can be ascribed to the process itself. Similarly, the capacity and incentives for Local Agendas 21 to integrate global environmental concerns into local plans depends on supportive national and international networks, although conversely Local Agendas can also help to strengthen such networks.

The most successful Local Agendas 21 can provide a source of inspiration for strategic planning for sustainable development, not only at the local level, but also at the national and international levels, where the establishment of associations of local authorities can help to provide collective voice and influence. They have helped to create new and better ways of managing local environments, and engaged a wide range of stakeholders in the process.

The most important challenges for effectiveness has been harmonizing national and local regulations and standards. Unless local actions and regulations are supported by national policy and regulatory frameworks, they cannot be effective. The establishment of a national association of local authorities can help to provide a collective voice and influence.

Local Agendas 21 have actively encouraged city governments to share their experiences. This led practitioners to identify key factors for success – which also accord with the principles and elements of strategies for sustainable development:

- Multi-sector engagement in the planning process, through a local stakeholder group which serves as the coordination and policy body for preparing a local sustainable development action plan.
- Consultation with community groups, NGOs, business, churches, government

[51] Source: Dalal-Clayton and Stephen Bass (2002) modified from OECD DAC (2001)

agencies, professional groups and unions, in order to create a shared vision and to identify proposals and priorities for action.
- Participatory assessment of local social, economic and environmental conditions and needs.
- Monitoring and reporting procedures, including local indicators, to track progress and to allow participants to hold each other accountable to the action plan.

4.3. Terms of Reference for preparing, managing and continually improving a strategy for sustainable development

While the general definition, characteristics and structure of national sustainable development strategies are broadly accepted and applied, the elements of strategy will vary across countries.

Using the proposed elements and examples, country practitioners may want to develop Terms of Reference for the preparation, management and/or continuous improvement of their own sustainable development strategy.

It should not be assumed that all previously mentioned elements are necessary and have to be addressed in a rigid sequence. Moreover, many of them will need to be pursued in parallel and some might not be anticipated until opportunities arise for them. Therefore, the Terms of Reference will have to select and organise the elements that apply to a specific country's situation, building on what already exists, making new arrangements when appropriate. A flexible, incremental approach is indispensable.

For the retained elements, the Terms of Reference would have to pay particular attention to the level of intervention, the assessment of existing efforts, the identification of entry points and specific actions, as well as the responsibilities and resources. A work plan with steps and milestones would be included.

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5. SOME CHALLENGES AND OPPORTUNITIES

This section highlights some aspects and implications of current practices in the Region.

5.1. Country ownership and commitment

Most countries in the region have taken the initiative to develop their own strategies.

The strategy development process is in general backed by a strong political commitment from some influential individuals at high government level. It is not clear whether this commitment is effectively shared by various sectors of government machinery and across levels of government. Cross-government and local level institutional support do exist in places but the sense of ownership cannot be easily documented.

It is premature to say that the commitment is there on a continuous, long-term basis. However, because in particular of international commitments, a sense of urgency is maintained by governments despite the long-term nature of SD related issues.

Political commitment to sustainable development has not yet fully translated into financial resources that are affected to the strategy preparation and earmarked for implementation by different stakeholders, including government line agencies.

Some mechanisms are in place to foster multi stakeholder ownership and governance. They will necessitate continuous attention and efforts to ensure that there is a share vision of what needs to be done in the future, and an agreement on the courses of actions and responsibilities.

Although there is a huge variety of country's situations, most often, a single government institution coordinates the process. When, this institution is a line agency or has limited influence at various administrative levels then its coordination capacity and technical leadership have to be built up.

In most countries of the Region, decentralization is a key dimension of government policies. Institutions and non-government stakeholders at the local level have shown their commitment to sustainable development process through various initiatives. Support to and coordination of these initiatives will contribute to forge national commitment.

5.2. Integration and Coherence

Most countries strive to foster integration and improve coherence.

Non-environmental sectors are progressively integrating the notion of sustainable development and its three traditional pillars in their policies. This does not automatically translate into sector strategies and programmes that are formatted in conformity with overall sustainable development objectives[52]. It has to be recognized that this is not always possible for all sectors. Often the environment-economic interface is at least considered and at best accommodated. Addressing the environment-social or economic-social interfaces appears unusual.

As is often the case when planning horizons and government mandates are mid-term, the time dimension appears to be most difficult to factor into the policy processes. At the planning and programming levels, the establishment of strong linkages between immediate and mid-term undertakings and their monitoring and evaluation remains a challenge.

With decentralization processes, local initiatives have gained momentum and recognition. However, these need to be consolidated and mainstreamed into national efforts. Linking national and local priorities and actions in a two-way iterative process will call for departing from natural inclination towards top-down exercises.

From the point of view of the planning tools used, most countries now dispose of a set of methods, instruments and legislation that bring together different aspects of sustainable development. Following environmental analysis that are now anchored in legislation and routinely performed (at least at a project level), economic instruments have become popular among policy makers. Although striving to incorporate different dimensions, the utilization of these instruments tend to remain the domain of specialists, environmentalists or economists. Methodological development and multidisciplinary capacity-building will be necessary to guarantee their acceptation and appropriation by a larger audience of institutional and individual stakeholders.

5.3. Stakeholder involvement

All countries strive to involve the different stakeholders in the formulation and implementation of their strategies. National steering committees or forums are the most common consultation mechanisms. Mandate and composition are broadly similar. The roles and responsibilities of

[52] neither are SD priorities reflected in sector budget priorities and nor fully internalized by monitoring mechanisms that would be grounded on the set of national SD indicators recently formulated.

different key participants are not always clearly defined and the level of stakeholders' engagement and appropriation varies significantly across countries.

The political influence of these mechanisms on the decision-making process is difficult to assess. Most often the relationships between the multi stakeholder entities, the lead government institution, and the secretariat are not specified. In particular, there does not seem to exist clear guidelines on when, with whom and how consultations should be carried out, as well as on how to arbitrate and make trade-offs between conflicting visions and interests. Effectively reaching a consensus remains a major challenge.

In general, legal frameworks have not been reviewed and adapted to provide specifically for stakeholder involvement in strategy preparation and implementation. Although exceptions exist in countries which joined the Aarhus Convention or where EIA procedures traditionally leaves room to public consultation.

The Review was not able to trace the existence of mechanisms in place for the evaluation of and feedback on consultation events or mechanisms.

In most countries, modern information and communication technologies are being used by responsible government agencies to foster communication and information dissemination. National media and NGOs are also playing a significant role in spreading the sustainable development concept. The extent to which they have contributed to raise awareness, alter behaviour, influence governance and engage responsibility is not known.

5.4. Management Systems

Most secretariats established to coordinate the formulation and implementation of the strategy are facing the dilemma of providing leadership and impetus, while remaining politically neutral and arbitrating conflicting interests between and within major groups.

Secretariats are placed in the lead agencies (e.g. Ministries of environment), and do not always possess the specific skills (e.g. coordination of multi stakeholder processes, strategic analysis, communication, conflict management, etc.) or cannot easily obtain the additional financial and human resources that are needed to perform their functions.

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6. ANNEXES

Annex 1 Questionnaire

Questionnaire on National initiatives and strategies for sustainable development in the Mediterranean region

Strategic Frameworks

- What are the major strategic frameworks relating to sustainable development?
- What are the focus, principles and priority areas?
- What are the institutional arrangements and procedures for preparation, implementation and monitoring?
- Are there links between different strategic frameworks and linkages to the overall national decision-making and planning?

Processes and Mechanisms

(i) Achieving Policy Integration and Convergence.

- How are sustainable development concerns streamlined into sector policies and central planning and budgeting?
- What regulatory and fiscal instruments provide for integration?
- Do decentralization mechanisms foster the preparation of Local Agenda 21?
- How do national frameworks take regional initiatives and international agreements into account?

(ii) Stakeholder involvement in decision-making and partnerships

- What steering mechanism exists to represent stakeholders in the development or/and implementation of the strategic framework?
- What regular consultation forms have been used to engage the different stakeholders across sectors and between levels?
- What communication and information systems are being used to inform and raise awareness on sustainable development?
- What partnerships have been established?

(iii) Managing and Building up the Knowledge base

- What comprehensive tools or systems exist to understand the state of resources, trends in their quality and quantity, and the pressure upon them?
- How does the diversity of knowledge among stakeholders feed into policy decisions?
- What systems are in place to assess the outcomes of the sustainable development process?
- What measures are taken to build up the knowledge and capacity of different stakeholders?

Management systems

- Is there an institutional catalyst in charge of coordination?
- What are the mandates, organizational structures and membership (and chairmanship)?

Annex 2 Management system (formalized or when not formalized candidate elements of.)

	Coordination body and Leadership	Monitoring and indicators reporting feed back	Conflict management, arbitration	Financial resources including ODA	Capacity	Planning milestones duration timeframe	Public communication
Albania							
Algeria							
Bosnia and Herzegovina							
Croatia							
Cyprus							
Egypt							
France							
Greece							
Israel							
Italy							
Lebanon							
Lybian Arab Jamahirrya							
Malta							
Monaco							
Morocco							
Serbia and Montenegro							
Slovenia							
Spain							
Syrian Arab Republic							
Tunisia							
Turkey							

Annex 3. Example of Country Profile. Malta.

Country Profile: Malta

Context

1. Strategic Frameworks

1.1. Major Strategic Framework relating to sustainable development

A first draft of Malta's National Strategy for Sustainable Development (NSSD) has been prepared by the National Commission for Sustainable Development (NCSD) and extensive public consultation with major groups based on the Agenda 21 model is currently under way.

1.2. Focus, Principles and Priority Areas

The Malta statement at the World Summit on Sustainable Development Johannesburg identifies the priority areas on which projects are focused: Marine and coastal areas of Northwest Malta, Solid waste management strategy, the Regeneration of Valletta and the development of a Sustainable transport system.

Priorities for the National Strategy for Sustainable Development are currently being identified through a series of public consultation meetings.

1.3. Preparation aspects (Organization, Institutional and procedural settings, participation)

The body responsible for preparing the NSSD is the NCSD. The legal framework for this body is provided in the Environment Protection Act (Act XX of 2001, Cap 435). The Commission is chaired by the Prime Minister of the Minister in his absence, and is composed of:

(a) all Ministers ex officio or their representatives;

(b) two members of the House of Representatives, one appointed by the Prime Minister and the other by the Leader of the Opposition;

(c) a representative of the (Malta Environment and Planning) Authority;

(d) the Chairman of the Malta Council for Economic and Social Development *ex officio*;

(e) Representatives of such public entities as in the opinion of the Prime Minister are relevant to the functions of the Commission;

(f) a representative of the association of local councils;

(g) Representatives of organizations which represent or have an interest in business, industry and/or industrial relations, scientific and academic bodies, the media, and other non-governmental organizations, which in the opinion of the Prime Minister are relevant to the functions of the Commission.

The Commission has the following functions:

(a) to advocate sustainable development across all sectors of Malta, review progress in the achievement of such sustainable development and to build consensus on action needed to achieve further progress;

(b) to identify any relevant process or policy which may be undermining sustainable development and propose alternative processes or policies to the Government for adoption;

(c) to identify trends which may significantly give rise to unsustainable development and which will not be reversed on the basis of current or planned action, and recommend action to reverse such trends;

(d) to increase awareness of the need that development must be sustainable;

(e) to encourage and stimulate good practice in the use and management of natural resources, in particular their minimal use and maximum reuse by recycling in an environmentally sustainable manner;

(f) to prepare a National Strategy for Sustainable Development; and

(g) to carry out such other functions in relation to sustainable development as may be assigned to it by the Prime Minister:

1.4. Other relevant Frameworks and Linkages

Through its composition the NCSD has links to the Malta Council for Economic and Social Development, and the Malta Environmental and Planning Authority, which prepares national spatial and environmental plans. Linkages between the National Action Plans for Employment and Social Inclusion are being established. However links to the overall National Development Plan/Structural Funding process have not yet been developed.

2. Processes and Mechanisms

2.1. Policy integration and convergence

2.1.1. Sector and institutional integration

This is carried out through work of the National Commission for Sustainable Development, particularly through the National Strategy for Sustainable Development process, and through consultations that regularly take place within government. Through the budget process, Malta has recently adopted an eco-contribution system targeting the costs of waste management and disposal.

2.1.2. Regulatory and economic instruments

EIA and SEA procedures are in place in accordance with EU and national legislation. Malta's national land-use planning system takes environmental concerns into account, such that it attempts to internalise social and environmental costs through mitigation of impact and planning agreements. The merger between the Environment Protection Department and the Planning Authority in 2002 ensured a closer coordination between spatial and environmental planning.

Various fiscal instruments are in place, and Malta currently uses taxes, fees, subsidies, performance bonds, grants, and a form of tradable permits (to control off-road recreational driving). Recent developments in the field of economic instruments include the introduction of a new 'eco-contribution' introduced on several products. Malta operates a successful bottle return scheme for soft drinks, beer and bottled water. The water pricing regime was also adjusted to reflect more closely the actual cost of water production during the last years. In addition, for a wide range of

environmentally sensitive activities, an Environmental Permitting Strategy is under preparation, which will introduce a new regime for Environmental Permit fees based on risk. Recognizing the potential for further application of the Polluter Pays principle through economic instruments, the Malta Environment and Planning Authority will shortly embark on a project assisted by the EU entitled "Building Capacity to introduce the Polluter Pays Principle through the use Economic Instruments to Implement the Environmental Acquis".

The Malta Tourism Authority operates a tourism eco-labelling scheme, introduced in 2002 during Eco-Tourism year, and Government is in the process of setting up a Green Leader network with green contact points in all government departments. Together with a programme to promote green public procurement, this process will initially target the areas of waste and energy.

2.1.3. Decentralisation and Local level initiatives

Malta's experience with Agenda 21 so far has been limited to schools. A number of schools are members of an Eco-Schools project that aims to empower school children to participate, act and be responsible for their school's environment in line with Local Agenda 21 principles. This aim also extends to encouraging environmental responsibility both at home and in the wider community. For more information on this project contact the Malta Environment and Planning Authority.

2.1.4. Relation to regional and global initiatives

The NSSD takes into account the obligations entered into by Malta, both at Mediterranean, EU and UN level.

2.2. Stakeholders involvement in decision-making and Partnership

2.2.1. Actors and Steering Mechanism

The local councils, private sector and NGOs are represented in the NCSD. Specific funds are allocated to NGOs by the government The NCSD was set up on the basis of the Environmental Protection Act XX of 2001. It is chaired by the Prime Minister and is composed of all ministers, Representatives of Parliament, the Malta Environment and Planning Authority, the Council for Economic and Social Development, other public entities, local authorities as well as representatives of academia and NGOs. The NCSD's tasks are to advocate sustainable development across sectors, review progress, and build consensus on actions (see extracts from legislation above). It's role is to identify problem areas and unsustainable trends and make recommendations, answering to the Prime Minister. It also has the task of preparing the NSSD.

2.2.2. Consultation

All sectors are represented on the NCSD and have been invited to provide comments on the draft NSSD. The Strategy was launched for public consultation during a National Conference in April 2004. Consultation meetings on the Strategy were set up to provide major groups such as industry, women, local authorities, science, youths, the transport, energy and construction sectors and unions with the chance to give detailed reactions to the document. In addition, with a view to understanding the opinions, concerns and perspectives of the grassroots, focus groups were held with

members of the public from different backgrounds, including village band club members, young mothers, law students and agriculture school students.

2.2.3. Communication and Awareness-raising

An NCSD website is being set up to support the NSSD consultation process (see http://home.um.edu.mt/islands/ncsd/). The other formal communications tools have been the national conference, radio programmes and consultation discussion meetings with major groups (see above).

2.2.4. Partnerships

The main partnerships to be established have been through the NCSD. For example, after a presentation by the Employment Training Cooperation (ETC) of the Malta National Action Plan for Employment, it was decided to organise a Conference on Green Jobs Creation in cooperation with the Employment Training Corporation and Malta Enterprise.

Malta has also launched an international partnership called SUSTIS with a view to carrying out research on tools for implementing sustainable development in small islands.

2.3. Knowledge management

2.3.1. Comprehensive tools

The main comprehensive tool used to monitor the state of resources and the pressures on them is the State of the Environment Report, which is published in accordance with the Environment Protection Act, every three years. The next State of the Environment report will be published in 2005.

One of the most important avenues for knowledge sharing is the statutory public consultation process embedded with the environmental and spatial planning systems. In the spatial planning context, citizens are alerted to development proposals through site notices and newspaper advertisements, and they have the opportunity to make written submissions on projects. Opportunities to voice opinions are given during decision-making meetings, during reconsideration meetings, and during appeals, which can also be launched by third parties. For larger developments, public involvement in EIA processes is also provided for. When the SEA Directive comes into force plans and programmes will also be subject to extensive public consultation.

The Aarhus Convention and related EU Directive also provide for public involvement in decision-making and Maltese law transposes this in accordance with these international commitments.

2.3.2. Indicators for sustainable development

One tool used to assess the outcomes of sustainable development processes is the sustainability indicators set prepared by Sustainability Indicators – Malta Observatory (SI-MO). This Observatory was established in November 2000 to meet the requirements of the MED-ERMIS (Malta) project.

The MED-ERMIS project involved the computation of 100 indicators based on the Mediterranean Commission for Sustainable Development (MCSD) methodology (3 out of the 130 indicators were not applicable for Malta). This exercise was carried out in collaboration with the National Statistics Office. The work was disseminated as follows: a book was published with the data sheets for each of the 100 indicators, containing data and main trends over the 1995-2000 or 1995-2001 periods, and useful information about 27 indicators for which data could not be obtained. An interactive compact disc, with an accompanying manual, containing all the research output of SI-MO was produced and disseminated. A press conference was organised during which the press was briefed on the meaning and importance of these indicators.

Another initiative that SI-MO (Malta) took in order to increase public awareness on issues of sustainable development and sustainability indicators was the production of a fast paced 25-minute video. This video was aimed at the general public and it explained the need for sustainable development and how sustainability indicators can be used to gauge a country's performance in this respect.

2.3.3. Leveraging the stakeholders' knowledge diversity

With respect to the preparation of the NSSD, through the process of wide public consultation, at national, regional, sectoral and grassroots levels, a broad range of perspectives on sustainable development have been elicited. These views will be woven together to update the draft NSSD and identify priorities. Otherwise the wide membership of the NCSD helps to ensure that knowledge diversity is incorporated into the sustainable development policy processes.

2.3.4. Capacity development

Stakeholders present on the NCSD have numerous opportunities to learn more about sustainable development policymaking, and the consultation process itself is educational in that it helps citizens and organisations to think strategically and prioritise what they consider important sustainable development issues. Communications tools such as the MRAE and MEPA websites also build up the knowledge and capacity of stakeholders, but ongoing media awareness campaigns such as the MRAE *Xummiemu* campaign (http://www.xummiemu.gov.mt/malti/graphics/index.html) and the MEPA Saving Rinu campaign (http://www.mepa.org.mt/index.htm?WED2004/RINU.htm&1) also reach a wide audience and raise awareness to increase the capacity of stakeholders. The Maltese environmental sector is currently benefiting from a number of EU-funded capacity building projects related to the transposition of the EU environmental *acquis*, including a twinning project with the Austrian and UK environment agencies.

3. Coordination and Management System

3.1. Mandate, Chairmanship, Membership and Organizational structure

The National Commission for Sustainable Development is the institutional catalyst responsible for promoting sustainable development. The NCSD Secretariat is located within the Ministry for Rural Affairs and the Environment (MRAE). This Ministry is responsible for national issues related to environmental protection, as well as spatial planning and rural affairs (agriculture and fisheries). The Malta Environment and Planning Authority, which falls under this Ministry, is the competent authority for environmental protection under the 2001 Environment Protection Act (Cap. 435), and

for land-use planning under the 1992 Development Planning Act (Cap. 356). For more details regarding membership see item 1.3 above, or the MRAE or MEPA websites (see below). The Malta Resources Authority is responsible for the policy areas of water, energy and mineral resources.

3.2. Human and financial resources

The NCSD is supported by a Secretary and administrative assistant within the Ministry for Rural Affairs and the Environment. The annual NCSD budget is approximately Lm 7,000 (16,000 Euros). MEPA employs 416 staff persons and has an annual expenditure of some Lm 5 million (11.5 million Euros).

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