



UNITED NATIONS ENVIRONMENT PROGRAMME

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*The Regional Activity Centre for the  
Mediterranean Specially Protected Areas:  
evaluation of its development and achievements*

*UNEP Regional Seas Reports and Studies No.100*

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UNEP 1988

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## I. INTRODUCTION

1. The Regional Activity Centre for Mediterranean Specially Protected Areas (RAC/SPA) was established in Tunis in 1985 to facilitate implementation of the provisions of the Protocol concerning Specially Protected Areas. The Protocol was adopted in Geneva in 1982 under the terms of the Convention for the Protection of the Mediterranean Sea against Pollution (see annex I for a summary of the events leading up to the approval of this project).

2. The long term objective of the Centre and of this project is "to help promote the development of a network of protected marine and coastal areas and to encourage regional cooperation in this field ..". The short term objectives are to collect and analyze information on Mediterranean protected areas; to facilitate the exchange of information on national efforts related to marine and coastal protected areas; to assist governments in implementation of the protocol; to cooperate with other elements of the Mediterranean Action Plan; to organize training and to stimulate additional investment for the establishment of priority protected areas. It is assumed that an additional, although unstated, objective was to strengthen institutions and capabilities related to protected areas in Tunisia. The 1985 Genoa Declaration of the Contracting Parties amplified the objectives by establishing specific targets for the creation of additional protected areas of both natural and historic interest (see annex II for a complete statement of the objectives of the project).

3. In 1981 at their meeting in Cannes the Contracting Parties decided that the regional activity centres should operate as "national institutions with (a) regional role assigned to them by the Contracting Parties" and defined some of the conditions relating to their funding and staffing. That decision has had an impact on the establishment and operation of RAC/SPA.

4. The project document for the support of the Centre was first drafted early in 1983 and finally signed in September, 1984. A subsidiary agreement with IUCN to provide essential scientific and technical support was signed in March, 1985. April, 1985 can be considered as the effective starting date for the scheduling of inputs and activities (see annex III for details of Project Documents and their Revisions and Agreements with IUCN).

5. This independent, in-depth evaluation has been undertaken to ascertain if the Centre which the project supports is satisfactorily meeting the requirements of the Specially Protected Areas Protocol (see annex IV for terms of reference for the evaluation).

6. In making this evaluation, meetings were held in Nairobi with officials of the Environment Fund, OCA/PAC and the Follow-up and Evaluation Unit, in Gland with the International Union for the Conservation of Nature (IUCN), in Athens with officers of the Coordinating Unit for the Mediterranean Action Plan (MEDU) and in Tunis with the Director and staff of RAC/SPA (see Annex IV for itinerary for the mission and list of persons interviewed). Reports of the Centre (see Annex V for list), correspondence files at Nairobi, Gland, Athens and the Centre, publications and other relevant documents were reviewed.

## II. CONCLUSIONS

7. A summary of the conclusions of the evaluation follows.

(i) The broad concept of the project responds appropriately to the Specially Protected Areas Protocol and to the expressed needs of the countries of the region. Considering the short period during which it has been in active operation and its very small staff, its accomplishments to date are remarkable. The tasks with which RAC/SPA has been charged will require a long-term programme to accomplish. Subject to the recommendations that follow, the Centre should continue to operate within the foreseeable future.

(ii) Not enough attention was given to the process of establishing RAC/SPA. It took an inordinate length of time to do so; the responsibilities of the several partners in the activity were not defined with sufficient clarity and detail; and the early operations of the Centre were not monitored closely enough. (See paras. 10, 11, 25-28, 33, 34, 36; Annex I, paras. 1-8; and Annex VI, paras. 6-8).

(iii) IUCN's provision of scientific advice as a contribution to the definition of the Centre's objectives and the development of its work programme has been invaluable and indispensable. The arrangements made by IUCN for the services of scientific staff and for their technical supervision have been fully satisfactory. Without IUCN's collaboration nothing would have been accomplished. (See Annex I, paras. 6-7; Annex III, paras. 6-9).

(iv) The Centre provides Tunis with an opportunity to enhance its international prestige in respect of marine science and conservation, but the Tunisian contribution to RAC/SPAS has been limited and unsatisfactory. Not enough time and attention have been given to day-to-day direction of its activities; local administrative support has been inadequate. (See paras. 27-31; 37, 38, 41; Annex VI, paras. 6-8; Annex VIII).

(v) UNEP's procedures for administration of the project, which clearly affect the operation of the Centre, are time consuming and expensive: too many de facto responsibility centres are involved. (See para. 35).

(vi) The Project Document and Revisions, particularly those parts relating to outputs and work plans, were not prepared with sufficient care. Because of internal inconsistencies, they do not constitute a complete and readily understandable basis for evaluation. (See paras. 42-48).

(vii) In view of the delay in getting the project underway, it is understandable that not all the areas of proposed activity have been tackled. Little effort has been devoted so far to developing cooperation with MEDPOL, sending missions to countries to assist in the selection, establishment and management of protected areas, or to the broad fields of education, training, information and communication. (See paras. 20, 21, 22; Annex VI, paras. 25-34).

(viii) The use to be made of publications resulting from the Centre's work has not been carefully considered nor have precise plans been made for translation and distribution of publications. (See paras. 13-16; Annex VI, paras. 10-18).

## III. RECOMMENDATIONS

8. Eleven recommendations which refer specifically to the operation of RAC/SPA are followed by three which are made as a consequence of the findings with respect to RAC/SPA but are also of more general application.

### Recommendations Specific to RAC/SPA

(i) The objectives of the project should be amended by adding the following: "to strengthen national institutions and capabilities in the host country through transfer of technology, training and active involvement in large-scale regional activities."

(ii) The Government of Tunisia should be given all possible encouragement and support in stepping up its contributions to the operation of RAC/SPA, but the following actions should be considered as conditions to be met if RAC/SPA is to continue to operate in Tunisia:

(a) The Tunisian authorities should be asked to nominate a qualified person who would serve as a full time Director of RAC/SPA.

(b) The Tunisian authorities should be asked to up-grade the communications services and make more space available to RAC/SPA.

(c) The Tunisian authorities should be asked to arrange immediately for appropriate international status for the Centre's internationally recruited staff.

(iii) A Memorandum of Agreement containing a detailed and comprehensive statement of the responsibilities of all the organizations and offices involved and reflecting the actions noted as essential in Recommendation ii (a), (b) and (c) above should be drawn up immediately to cover the operations of RAC/SPA. This should be drafted by MEDU, cleared by OCA/PAC and the Fund and signed by the Minister of Foreign Affairs of Tunis and by MEDU as the agent of the Contracting Parties.

(iv) UNEP should give serious consideration to simplifying the administrative procedures that govern the execution of the project. The most promising approach would likely be by delegating responsibility for transferring funds between budget lines to MEDU.

(v) The capability of the Centre should be increased so that it may give increasing emphasis to those elements of the work programme that have not yet received significant attention (see Conclusion 7. above). This is most important if a serious effort is to be made to support countries in reaching the targets set out in the Genoa Declaration. This will require increasing the funds available so that at least all planned full-time positions may be filled, and several medium term consultancies arranged.

(vi) As a matter of urgency, MEDU, in collaboration with officers of RAC/SPA, should draw up a comprehensive, well considered plan for the production and distribution of publications, including those such as the Directory and the popular booklet that are now close to the end of the pipeline.

(vii) IUCN's role in providing scientific advice and support should continue, but a determined effort should be made to arrange that an increasing share of the scientific and technical work be undertaken by nationals of countries from developing countries in the Region.

(viii) The project and the Centre should be evaluated again in 1991. Particular attention should be given to assessing the effects of implementing the recommendations of this evaluation and to evaluating progress in reaching the Genoa Declaration Targets, which are for 1995.

#### General Recommendations

(i) The establishment of any new institution requiring the support of the Environment Fund or a Trust Fund administered by UNEP should be the subject of a Memorandum of Agreement which would carefully detail the responsibilities of all the partners.

(ii) During their first year of operation, institutions established with the support of a UNEP-administered Fund should be visited at least twice by missions to ensure that emerging problems are detected and resolved and that appropriate administrative procedures are being followed.

(iii) Project documents should be prepared with greater care and consistency; work programmes should be realistically scheduled. A project document should record the date of preparation and the name of the person who prepared it.

#### IV. ANALYSIS

9. Information which provides the basis for the following analysis of performance and assessment of achievements appears in Annex VI: Scheduling of Inputs and Activities and Production of Outputs; Annex VII: Costs; and Annex VIII: Staff.

##### (1) Effectiveness and Impact

10. The concept of a protected areas network would have had greater impact, if the lead time for the establishment of the Centre had been shorter and the momentum generated at the 1977 Expert's Meeting on Mediterranean Marine Parks and Wetlands maintained. In fact, it was seven years after that meeting that the project document was signed. It was late in 1985, more than another year later, before RAC/SPA could be considered operational. Why should there have been such delay? It may have been mainly because the concept is a new one and the countries involved have significantly different characteristics and traditions. Never before had there been a formal international agreement to cooperate in the establishment and management of protected areas primarily through the mechanism of a national centre with an international role. Some of the delay was probably inevitable. The sequence of five intergovernmental meetings which were required before the Protocol could finally be adopted took place between 1979 and 1982 and could scarcely have been accelerated. But the delay that occurred during the latter part of the preparatory phase might have been reduced. Arrangements for the establishment of the Centre were already the subject of correspondence between UNEP and the Tunisian authorities in 1981, and one can only conclude that the passage of over three years between formal approval of the concept at the intergovernmental level and signing of the project document indicates that the matter was not given sufficiently high priority by UNEP or the Tunisian authorities during that period.

11. The delay in finally getting the project prepared and signed was followed by further delays in its implementation (dealt with in the section on Efficiency, below). As a result, RAC/SPA's substantive activities got under way slowly and there has not yet been time for their effectiveness and impact to be fully felt.

12. In general terms, RAC/SPA's activities have included the collection and dissemination of information; arrangements for intergovernmental and expert consultations; undertaking research and investigation, promotion and extension work and training. Indicators of the effectiveness and impact of those activities include, as concrete outputs, publications and a data bank, and, as outputs that may be less tangible and therefore less easy to assess, the consequences of consultations and training and the beneficial results of the process of accumulating information and preparing documents for publication.

##### Publications

13. Several publications were planned. These were (1) Criteria, Methods and Guidelines for the Selection, Establishment and Management of Marine and Coastal Protected Areas in the Mediterranean, (2) a Directory of Specially Protected Areas in the Mediterranean, (3) a popular booklet on the SPA Centre and programme and (4) separate publications on the results of five case studies.

14. A bilingual booklet on the Guidelines and Criteria was published in an edition of 500 copies by RAC/SPA in December, 1987. It is adequate for its purposes but the English part lacks the foreword and introduction which appear in French. During the course of its preparation the text was reviewed by an informal group of experts drawn from throughout the region and by the national focal points on Specially Protected Areas at their meeting in June, 1987; it was also noted by the meeting of Contracting Parties held in September, 1987. Circulation within the network has led to requests for additional copies and has probably had something to do with recent requests for country missions by the scientific expert to advise on practical application of the guidelines. The demand for the booklet already exceeds the supply.

15. Publication of the Directory has been long delayed, to a significant extent because the countries of the region have not been prompt in submitting their contributions and corrections to



the draft. The content, which is now virtually in final form, is excellent. RAC/SPA plans to publish the English version, complete with indicative maps, in September 1988 and the French in March, 1989. A combined run of 500 to 1000 copies was mentioned. Budgetary provision is \$ 4500: a simple, unillustrated format is planned. This will be adequate for the use of bureaucrats and biologists, but given the growing popularity of tourism to natural and cultural sites, the attractiveness of many such sites in the region and the easy access from the major population centres of Europe, the possibility of a publication that would serve the needs of a wider audience should be considered. Preparation of the Directory has been a useful process apart from its concrete result in that it has involved interaction between the Centre and the national focal points and through that process has heightened awareness and stimulated new thinking.

16. Publication of the popular booklet has been delayed until all the data required for the Directory have been accumulated. This has been the case only during the last few months. The booklet has been characterized as something to engage the interest of decision makers and extend understanding of the SPA Centre and its programme among interested persons in the region. It will have colour illustrations and although it will have fewer pages the format will be comparable to the booklet The Mediterranean Action Plan, issued by OCA/PAC and MEDU in September, 1985. The French text and illustrations are ready and while the source of funds for publication is not clear, MEDU hopes to publish 3000 copies of a French edition in September, 1988. An English text can be available by March, 1989, but plans for its publication are not well advanced. It seems reasonable to expect that this publication will have a beneficial impact, but if that is to be so it will be necessary to draw up a detailed plan for the distribution of both language versions.

#### Data Base

17. Basic to all RAC/SPAs other activities has been the establishment of a data base on existing protected areas, which is to be up-dated from time to time and expanded to include a bibliography, information on proposed and potential protected areas and a list of experts. The data base on existing protected areas and the bibliography are on diskettes and are readily available. The network of experts exists and has already done good work in support of the Centre's programme.

#### Research

18. Mission oriented research, undertaken in the first instance to complement the Guidelines but clearly also of broader usefulness, has taken the form of five case studies the results of which were made available as working documents for the meeting of national focal points in 1987. The research was of good quality; the results should be published in a form that would make them more broadly and readily available.

#### Consultations

19. Consultations organized by RAC/SPA have had to do with preparation of the Guidelines - an expert group dealt with that topic in January, 1987- and the conservation of monk seals - an expert meeting was convened in January, 1988. The consultation on the Guidelines was most useful and, as noted, the Guidelines have been published. As a result of some carelessness in the invitation procedure, the results of the monk seal consultation have not been well accepted. This is unfortunate since they seem to be unexceptionable in substantive terms. This difficulty will have to be overcome by careful diplomacy.

#### Technical Assistance

20. Country missions for the provision of technical assistance have just begun. In view of the general delay in getting the project underway, they could not have been expected to start sooner. It is too soon to assess the results of this work but it is clear that it is already being well received.

## Education, Training, Information and Communication

21. Activities in the fields of education, training, information and communication are, with the exception of the Newsletter, too little developed to warrant comment other than to repeat what has already been noted, namely that delay in establishing effective direction and administration of the Centre has delayed implementation of its substantive programme. The Newsletter is a worthy first effort and can be expected to improve.

22. Ultimately it is the establishment of additional, high priority protected areas in the countries of the Mediterranean region and the quality of their management that will indicate the effectiveness and reflect the impact of the Centre, and of this project. Given the limited staff that has been available to RAC/SPA and the time that can be expected to pass before assistance to governments is reflected in governmental action, it is still too soon for any such indications to be apparent. If the Centre can at least keep up its present pace of activity, it would be reasonable to look for such indications about four years from now.

### (2) Relevance of the Project

23. The concept of the project and the broad lines of its design respond well to the requirements of the SPA Protocol. There is a clear line of descent from the requirements stated or implicit in the articles of the Protocol, through the draft list of activities proposed for RAC/SPA by IUCN, to the objectives of the project as drafted in 1983 and agreed in 1984.

24. The Genoa Declaration of 1985, with its unequivocal statement of ambitious goals for the establishment of protected areas, provided a clear reaffirmation of the relevance of the SPA programme. This arose, of course, from the ever more widely held realization that increasing population growth and development in the Mediterranean littoral demand greater efforts to conserve the natural and cultural heritage of the region. This theme continues to be reiterated in a broader context in such documents as the Report of the World Commission on Environment and Development and the Environmental Perspective to the Year 2000 and Beyond, and in publications of wider appeal as well as in the popular press and on radio and television.

### (3) Efficiency

25. Delay and lack of efficiency have characterized the project throughout its life and during the period when it was being prepared.

26. The preparatory phase of RAC/SPA lasted for eight years, from 1977 through 1984, overlapping for almost two years with the period during which the project document was being drafted and negotiated. 1 April, 1985, just after the project document was finally signed, should be considered as the effective starting date for the schedule of inputs and activities. From then, despite the length of time during which the Centre and its requirements and activities had already been the subject of consideration, it took almost a year for staff and equipment to be put in place. Such an unusual delay should have been taken as a signal of possible difficulties in implementation.

27. Because appropriate arrangements were not made by the Tunisian authorities, administrative functions in support of RAC/SPA were performed by the UNDP office in Tunis until the end of 1987. UNDP held the funds which were transmitted to it for operation of the Centre, placed orders and made disbursements on its behalf and provided the necessary statements of account. This was an irregular procedure which was never covered by any formal agreement. UNDP was dissatisfied with the situation but nevertheless continued to provide the services which were necessary for the Centre to function.

28. Equipment and supplies came to hand slowly during 1985 and part of 1986. For fear of making a mistake, there was, and apparently still is, some reluctance to be prompt in ordering needed materials and supplies, e.g., library books. On a more positive note, and credit is due in this respect, there is no evidence whatever of mis-spending or over-spending.

29. Communication facilities - telephone, telex, and mail handling - were also inadequate during that period and remain less than satisfactory now. There are frequent interruptions of telephone and telex and mail handling is very time-consuming. As a consequence, communications have often been frustrating and slow. - an unacceptable situation for an institution which has the facilitation of communication among the Mediterranean countries as one of its prime functions.

30. The space which has been placed at the disposal of the Centre is quite limited. A more generous allotment will be needed if the second full-time staff member is reinstated and additional consultants and visiting workers are to be accommodated.

31. Throughout this period as well it has been impossible to devise and provide an appropriate status for the international staff. There has also been an incident of a properly accredited representative of UNEP undertaking a mission to review the activities of the Centre and in possession of a valid visa for Tunisia being deported at the port of entry.

32. Officials of MEDU and OCA/PAC became aware of the difficulties encountered during the start-up period, and dispatched three missions to investigate the problems and assist in their solution. These all took place in 1986, almost a year after the project document had been signed. The first was undertaken in February, by M. Karlsen, then Fund Management Officer for OCA/PAC, and was to help prepare the 1986 budget and to see whether the Centre was ready for its official opening. Recommendations were made for action to ameliorate some of the difficulties referred to above. The second mission, in September, intended as a follow-up to the first, was aborted because one of the participants, I. Dharat, Programme Officer at MEDU, was refused entry to the country; the other participant, N. Koshen, Fund Management Officer for OCA/PAC, undertook to follow-up in an informal way and prepared a useful report. The final mission, made by Aldo Manos, Coordinator of MEDU, in November, had a number of objectives, but considerable attention was given to RAC/SPA matters. The cumulative effect of these missions was to accelerate the pace of start up and help in the solution of some of the administrative problems that were being encountered.

33. Three causes may be adduced for the administrative shortcomings that have been described.

34. The first was that the allocations of responsibility were not clearly defined. Most importantly, there was no Memorandum of Understanding containing a clear and comprehensive definition of what was expected of the Tunisian authorities. The project document did, of course, define reporting requirements, but, so far as can be determined, whatever else they were to do became known to them only through occasional informal discussions. Thus, RAC/SPA was uncertain of its responsibilities. In addition, higher authorities in the Tunisian government seem not to have clearly understood the responsibilities that it, the government, was assumed by MEDU and the other Contracting Parties to have taken on, and as result, RAC/SPA was not given the authority to do what it should have done.

35. The situation within UNEP was unclear and complicated as well. Until 17 March, 1987, when the Deputy Assistant Executive Director, OEFA, issued a memorandum entitled Procedures to be used by Co-ordinating Units for the Mediterranean and Caribbean action plans in the Management of Internal and External Projects of the action plans, definition of responsibility within UNEP had not been spelled out. Given the distance between the centres involved, this was sometimes the cause of considerable delay. Responsibilities are now clearly defined, but their exercise remains a time-consuming process. MEDU in Athens was and is, on behalf of the Contracting Parties, supposed to provide the first level of supervision and review. In Nairobi, OCA/PAC provides technical and policy overview and the Fund Programme Management Unit is responsible for administrative and financial oversight on behalf of the Mediterranean Trust Fund. The relationship with IUCN in Gland, Switzerland, is also involved: while, in the strictest sense, IUCN's administrative responsibility was and is limited to discharging its obligations to the staff members of RAC/SPA that are actually IUCN employees, it is frequently required to give advice related to the planning and execution of the programme. There is, therefore, often a requirement for communication with IUCN before decisions are taken, so that it might as well be considered as another responsibility centre. Until March, 1987, there were, in effect, five centres of responsibility, none of which was carefully defined: this was clearly a recipe for administrative

disaster. While matters have now been clarified, the number of centres of responsibility, the distances that separate them and the retention of major responsibility by the Fund continue to delay the process of administration and reduce its efficiency. Whether the relevant UN rules can be interpreted so as to delegate greater responsibility to MEDU and the Centre is a matter for exploration.

36. The second cause of administrative shortcomings was a lack of close supervision at the start. This should have been arranged by MEDU. As noted, UNEP's first mission to the Centre was in February, 1986, almost a year after the project document was finally signed and 17 months after it was presented to the Tunisian authorities for their approval. Had meetings been held to work out carefully and in detail the responsibilities to be discharged by the principal actors, it is likely that substantially fewer difficulties would have been encountered.

37. The third cause of administrative inefficiency, which may flow from the first, is the failure of the local authorities to take the actions necessary for the efficient functioning of RAC/SPA. This is reflected in the inadequacy of local direction and administrative support and the unsatisfactory status of the international staff. It has certainly been a handicap that the position of Director of the Centre has been filled on a part-time basis. Difficulties have also been caused by the failure to provide quick and effective purchasing, accounting and other office support services. As a consequence, the scientific expert has lacked the full-time support of a senior official, committed to the objectives of the Centre, prepared to get for it what should be provided by the Government and able to play a strong representational role throughout the region. The scientific expert has also been obliged to waste time doing things that should be done by support staff.

38. The administrative inefficiencies that have been noted significantly reduced the rate at which the Centre was able to begin and carry on its scientific and technical work, not only at the Centre itself, but also in the field in Tunisia and elsewhere in the region. This has, of course, affected the rate of accomplishment of the Centre's eight activities. Progress being slower than it might have been, the impact of the Centre's work on collaborating countries was delayed and its effectiveness at least temporarily reduced.

39. In the sense that expenditures have not exceeded estimates, and that the production of outputs to date, while delayed, has not required additional funding, financial efficiency has been satisfactory.

#### (4) Catalytic Role of UNEP

40. In a limited sense the catalytic role of UNEP has been highly effective. During the early years of the Mediterranean Action Plan, UNEP helped to promote awareness of the value of natural areas in the region and the threats to which they were subject. This led to the decision of the Experts' Meeting on Mediterranean Marine Parks and Wetlands in Tunis in 1977 that a Protocol on Specially Protected Areas should be prepared. Since 1985, the Contracting Parties have undertaken to support a protected areas programme from the Mediterranean Trust Fund without any direct cost to the Environment Fund.

41. In the sense that the establishment of the Centre in Tunisia should have led to a situation where that country would play a major and positive role in the development and achievement of the Centre's work, the catalysis has been ineffective. The Tunisian Director devotes less than 25 percent of his time to the project; the Tunisian expert is rarely at the Centre and has not applied himself to any of its activities.

#### (5) Appropriateness of Project Design

42. Correspondence between the objectives of the project and the activities included in the original work plan and its first revision was less than satisfactory but the situation has

improved. The original project document reflected a tentative concept of how the Centre should operate and what its work plan should be. Perhaps because of the expectation that the project would be extended once staff had been hired and become familiar with the problems that they would face, the first work plan did not even fully reflect the statement of activities that was contained in elsewhere in the project document.

43. The first revision corrected one major inadequacy in the original project by making appropriate provision for preparing the computer system to handle the data base, but it still did not cover all the activities foreseen in the project document.

44. Revision 2, signed two years after the original project, contained major changes, and established the form of the project that still exists. The work programme is arranged, more logically than before, under the eight activities that are used as a frame of reference by this evaluation. A most useful feature of Rev.2 is that under the heading for each ongoing activity, there are two sub-headings, the first referring to work already completed and the second to that which is to be completed during the project period. The component tasks for both ongoing and planned new activities are presented clearly and concisely.

45. Revisions 3 and 4 retain the general structure established in Revision 2. Unfortunately, the sub-headings introduced in that revision, which made it so easy to follow the progress of the work, were not retained.

46. Throughout the revisions as well as in the original project, there is a lack of realism about the length of time that it takes to do things even under the best of circumstances. In some cases, this may have been due to a considerable lapse of time between the preparation of the revision and its eventual signature and a consequent delay in getting on with the work. But this cannot be determined with certainty because the documents do not indicate the dates of their preparation. In other cases, it seems likely that there was a reluctance to admit how long an activity might take to complete.

47. Internal inconsistency in several of the project documents (for example, in references to the number of case studies and in the terminology of meetings) suggests carelessness in their preparation and makes it difficult to follow the progress of the project.

48. Neither the project document nor its revisions seem clearly to reflect the fact that RAC/SPA's operations must be seen as a long term activity that will require long term support from the Mediterranean Trust Fund. Quite apart from the delays in getting the project underway and from the rather slow pace of activity that is a consequence of the present administrative arrangement, it must be recognized that governments do not usually react very quickly within the framework of an intergovernmental institution nor do they always move speedily in the conduct of their own affairs. Both these circumstances militate against rapid progress in the accumulation and exchange of information and in the creation of new protected areas.

#### (6) Unanticipated Effects

49. The project has not had any unanticipated effects.

#### (7) Alternative Approaches

50. The general approach to meeting the objectives of the Protocol and the project is satisfactory, but substantial modifications in local direction and administration of the Centre are required. The reasons for change are outlined in Section IV. 3 Efficiency and the proposed changes are set out in Section III Recommendations.

Annex I

Historical Summary

1. A comprehensive programme for the protection, enhancement and rehabilitation of the environment of the Mediterranean Region, particularly the marine environment, was called for in 1974 by the 2nd Session of the Governing Council of the United Nations Environment Programme (UNEP). An Action Plan to achieve those purposes was adopted at Barcelona in 1975 by the Intergovernmental Meeting on the Protection of the Mediterranean. Again in Barcelona in 1976, the Conference of Plenipotentiaries of the Coastal States of the Mediterranean Region for the Protection of the Mediterranean Sea adopted three regional agreements: a Convention for the Protection of the Mediterranean Sea against Pollution; a Protocol for the Prevention of Pollution by Dumping and a Protocol for Combating Pollution by Oil and other Harmful Substances.

2. The Convention is an umbrella agreement which defines an obligation not only to combat pollution, but also "to protect and enhance the marine environment..". In accordance with this obligation, and following the Expert's Meeting on Mediterranean Marine Parks and Wetlands (Tunis, 1977) as well as related discussions and negotiations at the First Meeting of the Contracting Parties to the Convention (Geneva, 1979), the Intergovernmental Meeting of Mediterranean Coastal States (Barcelona, 1980), the Intergovernmental Meeting on Mediterranean Specially Protected Areas (Athens, 1980) and the Second Meeting of the Contracting Parties (Cannes, 1981), a Protocol concerning Mediterranean Specially Protected Areas (the SPA Protocol) was adopted by the Conference of Plenipotentiaries in Geneva in 1982. Specific provisions of the Protocol will be mentioned in the following pages as appropriate.

3. Article 12 of the SPA Protocol calls for the establishment of a "co-operation programme to co-ordinate the establishment, planning, management and conservation of protected areas, with a view to creating a network of protected areas..." and for "regular exchanges of information concerning the characteristics of the protected areas, the experience acquired and the problems encountered." While the Protocol does not require the establishment of a Centre especially to undertake those activities, it is clear that some sort of institutional arrangements were needed. Indeed the desirability of creating a Centre to promote and coordinate activities related to protected areas had been mentioned from the beginning of the discussions which lead to the adoption of the Protocol, and Tunisia had several times expressed interest in acting as its host. At the Intergovernmental Meeting in Athens in 1980 it was agreed, subject to a reservation by Israel, to recommend to the Second Meeting of the Parties that the offer of Tunisia to host the Centre should be accepted.

4. During 1981, arrangements for the establishment and operation of the Centre became the subject of correspondence between UNEP and the Tunisian authorities.

5. So that RAC/SPA and other Regional Activity Centres being established within the framework of the Mediterranean Action Plan (MAP) would have the greatest possible beneficial impact on the countries where they were located, it was decided at the Meeting of the Contracting Parties in Cannes in 1981 that each should "operate as a national institution with a regional role to play". Principles that should govern the operation of all the regional centres were considered by the Bureau of the Contracting Parties at its meeting in Athens in 1983 (UNEP/BUR/18/Corr.1). It was agreed then that:

- the RACs are national institutions with regional role assigned to them by the Contracting Parties;
- the financial support to RACs is provided through projects signed between them and the secretariat;

- the staff of RACs under such projects is recruited by RACs under prevailing staffing policies (salaries, social security, pensions, etc., ) of the host country;
- appropriate adjustments should be made in the salaries of the internationally recruited staff of RACs;
- the recruitment of the international staff should be based on vacancy announcements circulated by the Mediterranean Unit to all MAP National Focal Points; and
- it is expected that provisions will be made by the MED Unit for the relevant national authorities of the host countries to exempt from taxes the equipment and, if possible, the salaries provided from resources of the Trust Fund.

6. Another element in the preparations for the establishment of the Centre was reflected in a request to UNEP and IUCN to help prepare a programme of work that the Centre might usefully carry out. The work programme, which could not be definitive at such an early stage, was set out by IUCN: it elaborated ideas of what should be done that had been current for several years and that had, indeed, been called for in a general way by the Protocol. Proposed activities included preparation and maintenance of a directory of protected areas (a requirement of Article 8 of the Protocol), assembly of data concerning the status of various Mediterranean habitats and species (Articles 3 and 10), provision of support for the establishment and management of pilot parks and reserves (Articles 3, 7, 9 and 15), preparation and dissemination of information (Articles 8, 11 and 14), assistance in training (Article 15) and promotion of specific research projects (Articles 10 and 13).

7. Early in 1983, anticipating that work would be underway by June of that year, drafting of a project document for support of the Centre was begun and a first draft was sent to the Tunisian authorities on 13 May, 1983. However the Centre was not ready to begin work as soon as had been expected, and following additional consultations, it proved necessary to negotiate an agreement for technical support (in effect, a sub-contract between the Centre and IUCN). In the event, the UNEP-RAC/SPA project was not signed by UNEP until 29 September, 1984 and the RAC/SPA - IUCN agreement was signed by RAC/SPA on 25 March, 1985.

8. Thus the preparatory phase for RAC/SPA can be said to have extended from 1974 through 1984. Even though the project document scheduled certain activities to be begun in September, 1984, it would seem more reasonable to consider 1 April, 1985 as the starting date for scheduling inputs and activities.

9. An annotated list comprising the project document and its revisions and the agreements between RAC/SPA and IUCN appears in annex III.

10. Activities undertaken by the Centre are intended to relate to the 18 countries of the Mediterranean Basin. In fact, Albania does not participate in any of the MEDPLAN activities. While neither Lebanon, Libya, Monaco, Morocco nor Syria have yet ratified the SPA Protocol, Syria, Morocco and Libya have appointed SPA focal points. On the other hand, Cyprus and Malta have ratified the Protocol but have yet to name persons to serve as focal points. Countries that have both ratified the Protocol and appointed focal points are Algeria, Egypt, France, Greece, Israel, Italy, Spain, Tunisia, Turkey and Yugoslavia. So also has the European Economic Community

Annex II

Objectives of the project

1. The stated objectives of the project, which have remained unchanged through four revisions, are as follows:

2. The long term objective is " to help promote the development of a network of protected marine and coastal areas and to encourage regional co-operation in this field, in order to safeguard in particular:

(a) sites of biological and ecological value ( the genetic diversity, as well as satisfactory population levels, of species and their breeding grounds and habitats; representative types of ecosystems, as well as ecological processes); and

(b) sites of particular importance because of their scientific, aesthetic, historical archaeological, cultural or educational interest.

3. The short-term objectives are:

(a) to collect and analyze information on the current situation of Mediterranean specially protected marine and coastal areas (existing and potential);

(b) to prepare methods and guidelines for selecting, establishing and managing protected marine and coastal areas;

(c) to facilitate (the collection and dissemination of) information on all aspects of national efforts concerning the establishment and management of protected coastal and marine areas;

(d) to assist Mediterranean governments in the technical implementation of the protocol, in particular with regards to specially protected areas, and to establish connections among specially protected areas;

(e) to co-operate with other components of the Mediterranean Action Plan, in particular the Med Pol programme and the project on aquaculture (PAP);

(f) to organize training activities for researchers and managers of specially protected areas in several model Mediterranean areas; and

(g) to stimulate through collaboration with governments and international organizations additional investment for the establishment of protected areas considered priority areas."

4. To the foregoing should be added another objective, not mentioned in the project document, but often referred to by persons concerned with it. It could be stated as follows:

to strengthen national institutions and capabilities in the host country through transfer of technology, training and active involvement in large-scale regional activities.



5. While the objectives have not been changed since they were first formulated, the long term objectives have been given greater precision by the Genoa Declaration of 1985. Meeting in Genoa in September, 1985, the Contracting Parties to the Convention agreed on targets to be achieved as a matter of priority during the the second decade of the Mediterranean Action Plan. Targets relating to specially protected areas were the following:

"17 (g) identification and protection of at least 100 coastal historic sites of common interest;

(h) identification and protection of at least 50 new marine and coastal sites or reserves of Mediterranean interest;"

6. The Genoa Declaration thus gave at least a first dimension to the phrase "long term", by calling for a significant and numerically defined degree of implementation of the long term objectives by the end of the second decade of the MAP Plan, i.e. by 1995.

### Annex III

#### The Project documents

1. Project ME/5102 - 84 - 02 (2466): Project Action Sheet signed by the Chief, Fund Programme Management Branch, 15 January 1985, was to have a duration from October 1984 to December 1985; the supporting organization was the Regional Activity Centre for Specially Protected Areas, c/o Institute National Scientifique et Technique d'Océanographie et de Pêche (INSTOP), Salambo, Tunisia.
2. Revision 1: signed 21 April, 1986; extended the duration of the project through December, 1986, transferred an encumbered balance into 1986, added to the cost and amended the work plan and time table.
3. Revision 2: signed 17 February 1987; extended the duration of the project through December, 1987 and made provisions of the same nature as those described for Revision 1.
4. Revision 3: signed 19 June, 1987; provided for further adjustment of costs.
5. Revision 4: signed 28 March, 1988; extended the project to December, 1988, adjusted the costs, workplan and schedule accordingly and provided for this evaluation.

#### Agreements with IUCN

6. IUCN Project 9112 (1): Agreement signed 18 January 1985 by IUCN and 25 March, 1985 by RAC/SPA; was to have a duration of 18 months between 1 January, 1985 and 31 August, 1986; because of the unexpected length of time that elapsed before the IUCN consultants were hired and began their work, it was agreed that the project could be deemed to have begun on 1 September, 1985 and could remain in force until 28 February, 1987 ( I could find no project revision certifying this agreement, but the matter was agreed in correspondence between Hiltbrunner (IUCN) and Jestic (MEDU) in July, 1985).
7. IUCN Project 9112 (2): a first version was signed by IUCN 4 March, 1987, but this was replaced by a second version signed by both parties during July, 1987; the second version clarified the activities to be carried out by IUCN and limited its responsibilities, in effect giving greater responsibility to RAC/SPA. This project extended the duration of activities and made appropriate adjustments to costs, workplan and schedule.
8. IUCN Project 9112 (for the year 1988): this contract, apparently signed in late February, 1988, did not alter but further clarified the relationship between IUCN and RAC/SPA; it provided that IUCN make available to RAC/SPA a documentalist, an expert on protected areas, other consultants as required and general support and assistance as might be agreed upon with the Director of the Centre and within the budget
9. Avenant: this amendment, signed by the two parties on 24 and 26 May, 1988, reduced the costs in accordance with a reduced flow of income to the Trust Fund, detailed the nature of certain expenditures and extended the duration of the agreement to 31 December, 1988.

Annex IV

Terms of reference  
and  
Itinerary for the Evaluation

1. Under the general guidance of the Director, OCA/PAC, the consultant will prepare a detailed evaluation of the achievements and shortcomings of project ME/5102-84-02 "Support to Regional Activity Centre for Mediterranean Specially Protected Areas", including the evaluation of activities which led to the establishment of the project.

2. As part of his assignment, the consultant will visit the major parties involved in the implementation and supervision of the project, i.e.

- Acting Assistant Executive Director (Fund and Administration), UNEP, Nairobi;
- Director and Fund Management Officer, OCA/PAC, UNEP, Nairobi;
- Co-ordinator and relevant Programme and Fund Management Officers, Co-ordinating Unit for the Mediterranean Action Plan (MEDU), UNEP, Athens;
- Marine Programme Officer and other relevant staff, International Union for Conservation of Nature and Natural Resources (IUCN), Gland; and
- Director and staff, Regional Activity Centre for Specially Protected Areas (SPA/RCU), Tunis.

in order to obtain the information needed for his work.

Specifically, the consultant will:

- examine documentation and reports relevant to the project;
- identify the project's outputs and evaluate their quality;
- review, if any, the distribution of written outputs to determine their possible impact;
- compare the achieved project results with those envisaged to be achieved according to the project document;
- compare the timetable of project activities envisaged according to the project document with the actual delivery of the outputs and identify the causes of experienced delays;
- analyze the effectiveness of the support provided to the project by MEDU, SPA/RAC, IUCN and UNEP Headquarters;
- evaluate the administrative and financial management of the project, and its cost-effectiveness;
- identify the main problems and shortcomings encountered in the project's implementation, including their causes, and extract the lessons to be learned from these; and
- prepare recommendations for improved management (administrative, financial and scientific) of the project.

3. The report of the consultant will be submitted to the Director, OCA/PAC with a copy of the (a) Acting Assistant Executive Director, Fund and Administration, and (b) Acting Chief, Follow-up and Evaluation Section.

4. One man-month of work is envisaged as necessary to complete the task.

ITINERARY

<u>Dates</u>	<u>Place</u>	<u>Persons Interviewed</u>
7 - 8 June, 1988	Gland	<u>IUCN</u> Danny Elder, Marine Programme Officer U. Hiltbrunner, Project Officer.
12 - 15 June, 1988	Athens	<u>MEDU</u> Aldo Manos, Coordinator I. Dharat, Programme Officer C. Marx, Administrative Officer <u>Hellenic Society for Protection of Nature</u> Byron Antipas
16 - 18 June, 1988	Tunis	<u>UNDP</u> Fawaz Fokeladah, Resident Representative K. Weijnen, Deputy Resident Representative <u>Government of Tunisia</u> Hedia Baccar Akrouit Hassen, Commissioner of Fisheries  <u>RAC/SPA</u> Haj Ali, Director Alain Jeudy de Grissac, Scientific Expert
27 June - 19 July 1988	Nairobi	<u>UNEP</u> A. Brough, Acting Assistant Executive Director, Fund and Administration S. Keckes, Director, OCA/PAC B. Nielsen, OCA/PAC N. Koshen, OCA/PAC E. Ortega, Environment Fund M. Karlsen, Environment Fund A. Buonajuti, Acting Chief, Follow-up and Evaluation Section

**Annex V**

**Reports**

1. Reports on the activities of the Centre, required to comply with regulations for project management, have been submitted as follows:

- (1) September 1985 - March 1986
- (2) April 1986 - September 1986
- (3) October 1986 - December 1986
- (4) September 1985 - December 1986 (summary)
- (5) October 1986 - March 1987
- (6) April 1987 - September 1987
- (7) October, 1987 - March 1988
- (8) January 1987 - December 1987 (summary)

2. Reports of a similarly general nature have also been prepared for presentation to meetings as follows:

(1) Report of the Regional Activity Centre for Specially Protected Areas, Programme Development 1985 - 1986 - prepared for First Meeting of the National Focal Points, 1 -4 June, 1987. UNEP/WG 163/3

(2) Progress Report on the Work of the Specially Protected Areas/ Regional Activity Centre (SPA/RAC) during 1987 and Proposed Activities and Budgetary Requirements for 1988/1989 - prepared for the First Meeting of the Scientific and Technical Committee, 23 - 27 May, 1988. UNEP (OCA)/MED WG.1/10

## Annex VI

### Scheduling of inputs and activities and production of outputs

1. Inputs are the funds, services, staff, equipment and supplies needed to execute the project. Funds are provided by the Mediterranean Trust Fund and administered by the Fund Programme Management Branch, UNEP, Nairobi. Services required by the project include those provided as counterpart contributions by the supporting organization, INSTOP, an agency of the host government; and those provided by IUCN under the terms of its agreements with RAC/SPA. Equipment and supplies have been secured from commercial suppliers. Staff are provided by INSTOP and UNEP as noted in annex II.

2. Activities are what is done using inputs to meet the objectives of the project, in other words, to produce outputs.

The following statement of the activities envisaged for RAC/SPA, which has not since been amended, appeared in the original project document

- (1) collect information on existing specially protected areas in the Mediterranean, and on areas requiring special protection, according to the criteria and guidelines for the selection, establishment and management of Mediterranean marine and coastal areas approved by the Intergovernmental Meeting Mediterranean Specially Protected Areas (Athens, 13 - 17 October, 1983);
- (2) assist the interested coastal states in surveying areas that may require special protection according to those criteria and guidelines;
- (3) collect information on national and local legislation concerning protected areas and species;
- (4) assist the interested coastal states in the establishment and management of specially protected areas;
- (5) to organize expert meetings and workshops to deal with the scientific and technical aspects regarding Mediterranean specially protected areas; and
- (6) to organize training exercises for researchers and managers of specially protected areas.

3. Outputs are reports, publications, trained staff etc., as defined in the project document, and other accomplishments that may be deemed to reflect achievement of the project objectives, for example, an increase in the numbers of protected areas in the Mediterranean Basin in accordance with the targets expressed in the Genoa Declaration.

4. Delivery of inputs, duration of activities and the production of outputs are scheduled by a work plan. Reference to work plans, as statements of intent, and to project reports, as statements of what happened and what was produced, are expected to provide the essential data for evaluating efficiency in executing a project. A listing of reports on the activities of the Centre is presented in annex V.

5. In the following paragraphs, the various inputs, activities and outputs agreed from time to time are described under headings related to the start-up of the Centre and to its major groups of activities.

START UP ACTIVITIES: Staffing; procurement of space, facilities, equipment and supplies for the office and for necessary field work; and the establishment of appropriate administrative procedures

6. The original project document envisaged that the expert and the documentalist would be recruited, all equipment acquired (and presumably also that the Director would assume his duties) by the end of 1984. As it turned out the documentalist was recruited in July, 1985, the expert one month later and the bilingual secretary by the end of 1985; the Director is stated to have assumed his duties (part-time) on 7 March, 1986. Most equipment was on hand by the end of 1985 rather than 1984, although the vehicle required for field work was not available for use until September, 1986. Telephone and telex service and mail handling were most unsatisfactory for a long time and remain inadequate at this time.

7. As regards administration, the project document states that "the contribution of RAC/SPA is provided in kind and services and consists of...secretarial and other administrative assistance in personnel and material, which will cover the needs of the project" ; it provides explicitly and in detail for the preparation and submission by RAC/SPA of half-yearly progress reports and a terminal report, of project expenditure accounts and cash advance accounts and for the maintenance of records of equipment. There was considerable delay in establishing within RAC/SPA an administrative capability that could match those requirements. Through 1986 and much of 1987 the local office of UNDP made disbursements and kept accounts in respect of all the Centre's activities. The need to do so arose from the fact that the Centre was not authorized by the Tunisian authorities to maintain an external account, within which the funds received from the Trust Fund could be deposited and from which necessary expenses could be paid. This matter has been resolved only within the last few months. The format and routing of routine reports from the Centre was unsatisfactory throughout 1986 and much of 1987. This difficulty too has now been resolved.

8. The status in Tunisia of the international staff of RAC/SPA has been and remains unsatisfactory - in fact, it should probably be termed unacceptable. The scientific expert and, while she was on staff, the documentalist have the status of tourists in Tunisia covered by three month visas. They need to leave the country and return in order to renew their visas. They have none of the privileges which are ordinarily associated with work of an international nature in a foreign country.

ACTIVITY 1: Establishment of a data base for existing and potential "Specially Protected Areas" in the Mediterranean Region and preparation of a Directory of existing "Specially Protected Areas" in the Mediterranean

9. In the original project document it was proposed that the data base would be developed during the period October, 1984 to August, 1985, that the Directory would be ready for publication by 15 June, 1985 and that it would be published in French and English by 1 September, 1985. It was also planned that much of the required data would be collected by consultants in the various countries concerned. Revisions 1 (21 April, 1986) and 2 (17 February, 1987) extended the target dates for relevant sub-activities: in addition, Revision 1 took account of the prior need to prepare the computer system to accommodate the data base, and Revision 2 reflected an apparent decision to abandon the idea of using consultants in each of the countries to gather the required data. According to Revision 2, the Directory and associated maps should be published, translated and distributed by June, 1987. In fact, a draft of the Directory and of the associated maps was presented to the meeting of the national focal points held in Athens 1-4 June, 1987 where it was decided that more time should be made available to countries to provide relevant information. Revisions 3 (19 June, 1987) and 4 (28 March, 1988) took account of the need to obtain additional input from countries and extended the deadline for updating of the Directory and maps somewhat ambiguously to "January and December 1988".

10. The present text of the Directory requires only careful copy editing before the English version, including indicative maps, is ready for publication. Presumably as a counterpart contribution, RAC/SPA plans to publish an edition of 500 to 1000 copies in a simple, inexpensive format by September 1988. The French edition will be published six months later.

**ACTIVITY 2: Preparation of a popular booklet on "Specially Protected Areas" in the Mediterranean**

11. A popular booklet on protected areas in the Mediterranean was first mentioned in Revision 2 (February, 1987) where, under the heading COMPLETED IN 1986, "Preparation of papers describing the Centre's activities and organization, the data base and the Mediterranean protected areas." is noted and where it is projected that the draft booklet, which would include "photographic documentation", would be ready by July 1987. Neither the character and format of the booklet nor its purpose and targets are clearly described in any of the Revisions. Nowhere is it made clear what the cost of publication would be or who would pay it. In Revision 3 (June, 1987), the draft booklet was noted as an output scheduled for April, 1987 (presumably a typographical error), and in the work plan preparation of the popular booklet was targetted for August, 1987. In Revision 4 (March, 1988), the target date for the draft booklet is shown as March, 1988, but no date is given for it under the heading Outputs.

12. The French text of the booklet has been prepared. It now reflects additional information recently supplied by countries. Material for illustrations is available. A final draft will be completed by September, 1988. It is proposed that the format will be similar to the popular booklet "Mediterranean Action Plan", although it will have fewer pages; the first edition, which will be in French, will be of 3000 copies.

**ACTIVITY 3: Preparation of criteria, methods and guidelines necessary for the selection, establishment and management of marine and coastal specially protected areas in the Mediterranean region**

13. This activity, with which was linked extensive practical work in Tunisia in the form of case studies for the application of the guidelines, was foreseen in the original project document to begin as soon as the project got underway and to culminate in the publication of the guidelines and the results of the case studies in May, 1986. It was also proposed that before their publication there should be a seminar on protected areas to review concrete cases of ongoing work and analyze the guidelines.

14. Under the heading Outputs in Revision 1 (April, 1986), the first draft of the criteria, methods and guidelines document was to be ready in April, 1986 and the final version in December, 1986. In the work plan included in Revision 1, references are made to preparations for a "workshop", presumably more or less the same thing as the seminar proposed in the project document, the results of which were to be prepared for publication in December, 1986.

15. In Revision 2 (February, 1987), the guidelines and case studies are projected for publication in August, 1987 and, under a different Activity heading, namely Activity 4: Consultation on Specially Protected Areas and Monk Seal Conservation, a "Consultation on Mediterranean Specially Protected Areas", again presumably the event first referred to as a seminar and then as a workshop, is scheduled for January, 1987.

16. In Revision 3 (June, 1987), guidelines and six case studies are still planned as outputs in August, 1987; the work plan again refers, under Activity 4, to the preparation and convening of what is once more termed a workshop of experts on guidelines for protected areas in December, 1986 and January, 1987. That meeting, which dealt with criteria and guidelines for the selection of Mediterranean marine and coastal areas for protection, took place in Arles, France on 27-28 January, 1987. The draft guidelines were reviewed by the meeting of the SPA national focal points in June, 1987 and were taken note of by the Fifth Meeting of the Contracting Parties to the Convention in September, 1987. A bilingual brochure entitled "Guidelines for the Selection, Establishment, Management and Notification of Information on Marine and Coastal Protected Areas in the Mediterranean" was published in an edition of 500 copies by RAC/SPA in Decembert, 1987.

17. In Revision 4 (March, 1988), "translation and publication of case studies" is noted under Activity 3 as a continuous activity. No reference is made to the case studies under the heading Outputs.



18. In fact, the following case studies have been available as working documents since the national focal points meeting in June, 1987:

Case Study 1: Le benthos marin de l'île de Zembra (Parc National, Tunisie)

Case Study 2: Synthèse des études relatives à la partie terrestre de l'île de Zembra (Tunisie)

Case Study 3: Etude de l'évolution du statut du Phoque Moine en Tunisie et dans l'archipel de la Galite. Propositions pour une gestion régionale

Case Study 4: La gestion d'un espace protégé en Méditerranée. Exemple du Parc National de Port-Cros (Var, France)

Case Study 5: Biogenic constructions in the Mediterranean: a review.

**ACTIVITY 4: Consultation on Specially Protected Areas and Monk Seal Conservation**

19. This activity is first referred to in Revision 2 (February, 1987). The first element, consultation on protected areas, was originally included in Activity 3 and is reported on under that heading above.

20. In respect of conservation of monk seals, the second element in this activity, Revision 2 schedules preparation for and convening of a Joint IUCN/UNEP Expert Consultation on the Status and Conservation of the Mediterranean Monk Seal during the period December, 1986 to May, 1987. In fact, it was intended that the meeting should be held back-to-back with the meeting of national focal points to facilitate participation by the focal points. This, however, did not prove possible and therefore Revision 3 (June, 1987) rescheduled the consultation for the third quarter of 1987. That also was not possible and as a consequence Revision 4 (March, 1988) refers to the consultation as taking place in January, 1988, which, in fact, it did.

21. The output of the consultation was an Action Plan for the Conservation of the Monk Seal, which has been distributed to the governments of the Contracting Parties and to interested individuals and organizations.

**ACTIVITY 5: Enlargement of the Data Base**

22. This activity, first referred to in Revision 2 (February, 1987), covers:

- (1) the preparation and publication of a "bibliography of Mediterranean protected areas (including endangered ecosystems and species)", scheduled for November, 1987;
- (2) preparation of an annual report of the countries' activities related to marine and coastal protected areas and to the protection of the marine environment, to be transmitted to the MEDPLAN Coordinating Unit by December, 1987;
- (3) preparation and publication of a report on proposed and potential marine and coastal protected areas on the basis of the Government's questionnaires (the Governments' responses to questionnaires ?) and available documentation, also scheduled for December, 1987;
- (4) preliminary "development of a computer program for the selection of marine and coastal protected areas, in accordance with other international programs", unscheduled; and
- (5) establishment of a network of experts and preparation of a list of experts in marine and coastal protected areas in cooperation with the national focal points, the international organizations and the research centers in the Mediterranean region, also unscheduled.

23. Revision 3 (June, 1987) extended the deadline for preparation of the bibliography to November, 1987 and for the reports on countries' activities and proposed and potential protected areas to December, 1987. Other sub-activities were noted as continuous and in Revision 4 all sub-activities were termed continuous.

24. As of 1 July, 1988 the status of the foregoing sub-activities was as follows:

- (1) the bibliography is available on diskettes in the dBase III format, which enables searching and listing in a variety of formats. Copies of the diskettes can be made available to any of the participating countries or organizations;
- (2) annual reports on countries' activities have not been prepared;
- (3) data are available and the report is expected to be completed soon;
- (4) preliminary work has been done;
- (5) the network exists and is serviced by IUCN'S Commission on Ecology. It has met twice, once at Arles, as noted earlier, to consider criteria and guidelines for the selection of protected areas and, a second time, in Cyprus, to make specific recommendations for the establishment of additional protected areas, particularly in the countries on the northern coast of the Mediterranean. Another meeting, planned to focus on the southern coast will be held in Tunis in 1988.

#### ACTIVITY 6: Assistance to Countries' Activities

25. This activity, which is made up of a number of components, first appears in Revision 2 and was seen from the start as being continuous. The components include assistance in surveying marine and coastal areas and selecting those that should be protected; assistance in the establishment of protected areas and the preparation of a general document on legislation covering marine and protected areas; assistance in management including the preparation of model management plans and the continuation of relevant case studies.

26. In addition to the field work in Tunisia already noted, expert missions to provide assistance in accordance with the needs of the countries concerned were made to Malta and Israel in 1988. In response to requests, expert missions will be undertaken as soon as possible to Turkey, Egypt, Libya and Syria, and to Rhodos in Greece, where the mission will contribute to the broad study of land use planning being coordinated by UNEP for the government of Greece and the local authorities. The Director of RAC/SPA has visited Algeria and Libya: the request for an expert mission was a consequence of his visit.

27. Assistance to countries in the selection of marine sites of primarily historic and cultural interest will be greatly facilitated by a major body of data on sub-marine archaeology that is being made available to the Centre through IUCN. A consultancy to process the data is being arranged.

28. A junior officer has been made available by the government of France to work with IUCN's Environmental Law Centre in undertaking a survey of relevant existing law and preparing guidelines for model legislation.

#### ACTIVITY 7: Education and Training

29. This activity was first mentioned in Revision 2 (February, 1987). The work to be undertaken, all of which was termed continuous, was defined as the preparation of technical documents for education and training, (training in ?) methods for the establishment and use of computerized data bases, preliminary evaluation of countries' needs in training and investigation of possibilities for carrying out training.

- 30. Information leaflets on turtles and cetaceans have been prepared.
- 31. Teachers from Tunisian schools have visited RAC/SPA.
- 32. Information on the layout and operation of a "sentier marin" - a sub-marine nature trail - has been made available by the authorities at the Port-Clos National Park in France.

**ACTIVITY 8: Information and Communication**

- 33. This activity also was first contemplated by the preparation of Revision 2 (February, 1987). It includes participation at conferences and seminars; assistance in the coordination of promotional activities; improvement of information exchange with national focal points, MEDPLAN RACs and others; provision of data and documents; surveying, acquisition and provision of informative material; preparation of a feasibility study on the establishment of a video and photo library; and preparation of a newsletter on the activities of the Centre. All sub-activities are termed continuous except for the preparation of a newsletter, which is scheduled for December, 1987.
- 34. One edition of the newsletter has been prepared. Conferences and seminars in which RAC/SPA has been involved are mentioned in other parts of the report as appropriate.

Annex VII

Costs

1. The costs of the project to date (including the amount it is estimated will be spent in 1988) are shown by year and source of funds to meet them as follows:

	<u>MED Trust Fund</u>	<u>SPA/RAC</u>	<u>TOTAL+</u>
1985	134,131	100,000	234,131
1986	128,143	50,000	178,143
1987	309,127	50,000	359,127
1988	169,250	50,000	219,250
<b>GRAND TOTAL</b>	<b>740,651</b>	<b>250,000</b>	<b>990,651</b>

2. It is notable that the project has not received any contributions from the Environment Fund.

Annex VIII

Staff

\*Director (part-time): Hadj Ali Salem, 7 March, 1986 to present ( Also serves as Director of INSTOP). Part-time considered to be less than one quarter time.

Scientific Expert: Alain Jeudy de Grissac, 1 September, 1985 to present (IUCN employee).

Scientific documentalist: Francesca Nazarro, July, 1985 to 28 February, 1987 (IUCN employee); since February, 1987 documentalist functions performed by short-term consultants provided by IUCN, Arthur Dahl (2 months) and Michael Eberly (2 months).

\*Scientist: Karim ben Mustapha, stated to have been "at the disposal of the Centre since 7 March, 1986 " (UNEP/WG.163/3). No evidence of his work was seen.

Secretary: Raoudha Sali, 1 December, 1985 to June, 1988.

\*Driver/Technical Assistant: Moncef Bissi, " on the INSTOP staff, temporarily on loan to the Centre since 1 August, 1986 - (UNEP/WG.163/3)

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\* Staff provided by INSTOP

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