Document UNEP /BUR/34/4 presented in the meeting only in draft form and only in English

UNEP/BUR/34/
15 February 1989

Original:ENGLISH

Meeting of the Bureau of the Contracting Parties to the Convention for the protection of the Mediterranean Sea against pollution and its related protocols

Athens, 14-15 March 1989

Preliminary Ideas of the Executive Director on the Refocusing of the Mediterranean Action Plan on environmentally sound integrated planning and management of the Mediterranean Basin

(Revised Version)

Table of Contents

INTRODUCTION

GENERAL

REVIEW OF ACTION PLAN COMPONENTS

- MED POL
- Blue Plan
- Priority Actions Programme
- Regional Oil Combating Centre
- Specially Protected Areas
- Information and public awareness

STRATEGY FOR REFOCUSING

- General principles
- Programme implementation
- Institutional arrangements
- Financial arrangements

RECOMMENDATIONS FOR ACTION OF THE BUREAU

ANNEX I. TERMS OF REFERENCE OF THE BUREAU

ANNEX II. TERMS OF REFERENCE OF THE SCIENTIFIC AND TECHNICAL COMMITTEE

ANNEX III. TERMS OF REFERENCE OF THE SOCIO-ECONOMIC COMMITTEE

ANNEX IV. TERMS OF REFERENCE OF THE REGIONAL OIL COMBATING CENTRE

ANNEX V. TERMS OF REFERENCE OF THE REGIONAL ACTIVITY CENTRE FOR PRIORITY ACTIONS PROGRAMME.

ANNEX VI. TERMS OF REFERENCE OF THE REGIONAL ACTIVITY CENTRE FOR THE SPECIALLY PROTECTED AREAS.

ANNEX VII. PRINCIPLES FOR ESTABLISHMENT AND OPERATION OF REGIONAL ACTIVITY CENTRES AND REGIONAL PROJECT CENTRES.

INTRODUCTION

1. The Fifth Ordinary Meeting of the Contracting Parties considered the Policy recommendations of the Executive Director contained in document UNEP/IG.74/3/Add.2. After an extensive discussion, it invited the Bureau to carry out an analytical study of the Executive Director's proposals concerning the re-focusing of the Mediterranean Action Plan (UNEP/IG.74/5, Section II, A.2).

2. To restate the rationale for this exercise, the Executive Director feels that the Action Plan still lacks a clear long-term strategy on how to achieve its main goals and that, as a result, it may be spreading its resources and activities in too many directions and without concentrating on issues crucial for the protection of the Mediterranean. This hampers the Action Plan from becoming the main instrument of a joint co-ordinated policy of the Mediterranean Governments in matters dealing with the environmental protection of the Mediterranean Sea and of the coast of the Mediterranean basin.

3. The present document contains a further elaboration of the Executive Director's ideas about the proposed refocusing of the Action Plan, taking into account the present status and possible future development of the individual Mediterranean Action Plan components, refers to other programmes closely related to the objectives of the Action Plan, describes the strategy which could be applied to achieve the refocusing, and expresses in tentative form the institutional and budgetary implications of the proposed refocusing.

4. The document was submitted to the meeting of the Expanded Bureau (Athens, 1-2 November 1988) as a contribution to the analytical study which the Bureau had been asked to carry out on behalf of the Contracting Parties. The Expanded Bureau reviewed the document and decided that, because the participants had not been able to offer detailed comments, written comments supplementing those which had been made during the debate and which had been noted by the secretariat, should be communicated to the secretariat within two months.

5. On the basis of the debate which took place during the meeting of the Expanded Bureau and of the comments received from the Contracting Parties, the secretariat is submitting this new version of the document to the Bureau for its consideration and submission to the Sixth Ordinary Meeting of the Contracting Parties (Athens, 3-6 October 1989).

6. Pursuant to the decisions of the Meeting of the Expanded Bureau, the document analyses in detail the programme and a budget by objectives for the biennium 1990-1991, reflecting the approved overall strategy and the adaptation to existing programme elements and institutional structures needed to achieve the refocusing of the Action Plan on its initial central goal.

GENERAL

7. The proposed refocusing of the Mediterranean Action Plan finds its basis in UNEP's policy on environmental and resource management. The proposal is in line with the decision of the Intergovenmental Meeting on the Protection of the Mediterranean (Barcelona, 28 January - 4 February 1975) to include the "integrated planning of the development and management of the resources of the Mediterranean Basin" as one of the central objectives and cornerstones of the Action Plan (UNEP/WG.2/5).

8. Environmental and resource management concerns constitute a system. It is not only that life-processes are inter-connected, but that the seamless web spun by modern channels of trade, communications, transport, tourism, health and coastal zone development have led to the merging of the inter-connections into the very texture of economic and social life. In this situation, it is not productive to approach the system in a partial or fragmentary manner. A truly integrated approach is called for to meet a complex reality.

9. The integration of environmental and resource management policies with policies dealing with coastal zone development should be based on the identification of complementary objectives and the use of policy instruments that are at once mutually compatible and individually efficient (i.e. economically cost-effective). In this way mutual benefits could be realized and wherever possible deliberate and well-considered trade-offs effected between competing environmental and sectoral objectives. To illustrate in terms of a specific sector (coastal zone development), this means that formulation of macro-economic policies must take into account from their conceptual stage, the net impact of such policies on environmental quality and the natural resource base of the country just as environmental policies, from their inception, must take account of the potential impact on the management and planning of coastal zone development, tourism, etc. - their output, incentive systems and profits. Resource management concerns can, thus, be integrated into the process of development decision-making.

10. In order to overcome the constraints, it is necessary to identify, evaluate and put into place appropriate mechanisms, be they institutional, technological or policy-related, to make environmental and coastal zone development policies mutually supportive and re-enforcing in the long run. It is only in this way that the issues of sustainability in the overall development in the Mediterranean Basin countries can be brought into focus and appropriate remedies sought. There is a growing consensus that the tasks, although complex, are manageable, but they need managing.

11. There has been emerging in recent years in the Mediterranean region, as elsewhere, a new agenda of environmental problems centrally occupied with the life-supporting systems of the biosphere: forests, coastal waters and oceans, soils and wetlands, quality and quantity of water resources, etc. All these are now coming under stress and the critical biogeochemical cycles are being affected. The slow but inevitable impact of expected climatic changes (sea level and temperature rise, changes in precipitation pattern, etc.) will certainly be a major factor which requires an early attention in order to avoid or mitigate its negative consequences. In contrast to the earlier generation of environmental concerns the new agenda with its emphasis on productivity and sustainability of natural resources and the environment brings the relationship between natural resources and coastal zone development more sharply into focus. As the Mediterranean countries strive to cope with problems that arise from the marked loss of productivity of ecosystems (loss of productive land, loss of trees, loss of quantity and quality of water, loss of fisheries and ocean resources) counter-pointed by the increased stress generated in the South by rapid population growth, the effects of ill-planned socio-economic policies, the lack of appropriate institutional settings, the rising impact of technology, and in the North by the rising levels of pollution, acid rain, fouled air, toxic chemicals in lakes and rivers, the accent is inevitably and increasingly on the management of economically critical natural resources and on fragile ecosystems. In the process the complementarity of the goals of economic growth and environmental protection becomes manifest.

12. In dealing with the environment and natural resources, anticipation and prevention is always more effective, and less costly, than curative measures. In the present situation, it is imperative that Mediterranean countries take early action to reduce the future burden on themselves. It is in this context that the main message of the Brundtland Commission Report must be understood, namely, that sustainable development depends upon each nation achieving its economic growth and security, while at the same time enhancing the environmental and natural resource base upon which that security must eventually depend.

13. There must be co-operation amongst the countries of the region for an effective sharing of data and information, a comparison of technical options available, harmonization of socio-economic policies to the extent they impinge upon one another and institutional modifications to remove possibilities of contradiction or conflict and strengthening the technical capabilities of the developing countries of the region. Such an approach could produce a number of significant advantages:

- shared specialized knowledge and technology;
- learning from one another's mistakes;
- shared resources and facilities;
- possible realization of economies of scale;
- enabling developing countries of the region to meet their obligations in the protection of the Mediterranean
- Reducing the gap between the North and the South

Most important of all they will be able to respond jointly (and therefore effectively) to common problems.

14. In order to obtain these benefits, however, the regional programme must be integrated in terms of both its conceptual bases and operational context so that the different components move in step towards shared objectives.

15. It will be seen that an integrated regional programme is neither easy to design nor to co-ordinate. Many difficulties (lack of national data and information, differences in analytical approaches to conservation of resources and enhancement of environmental quality problems, incentive systems, institutional setting, nature and effectiveness of environmental machinery, deficiencies in environmental legislation, etc.) have to be overcome but a framework strategy can be put into place on the basis of approaches to regional programmes developed in recent years and successfully applied in other regions of the world.

REVIEW OF MEDITERRANEAN ACTION PLAN COMPONENTS

16. The following sections contain a brief presentation of the status of each Action Plan component with particular emphasis on elements which could contribute to re-focusing on integrated coastal zone planning and management.

MED POL

17. The general long-term objective of MED POL is "to further the goals of the Barcelona Convention by assisting the Parties to prevent, abate and combat pollution of the Mediterranean Sea area and to protect and enhance the marine environment of the area". One of the specific objectives of MED POL is to provide information "which could be used in formulating environmentally sound national, bilateral and multilateral management decisions essential for the continuous socio-economic development of the Mediterranean region on a sustainable basis". Those objectives are achieved through the evaluation of information on sources, amounts, levels, trends, pathways and effects of pollutants, which will be collected, analyzed and reported on a systematic basis using commonly agreed upon methods, and taking into account data available from other sources.

18. At present, MED POL has three clearly identified components:

- monitoring of pollution sources; the levels and impact of pollutants on coastal waters and reference areas; transport of pollutants through the atmosphere; in support of this component, there is a programme of technical assistance (preparation of reference methods, intercalibration of analytical techniques and data quality control programmes, maintenance of instruments, provision of equipment, fellowships and training programmes).

- research in support of monitoring;

- preparation of assessments of pollution by individual substances and formulation of pollution control measures (i.e. environmental quality criteria, emission standards or other measures) needed for the implementation of the Protocol of the Mediterranean Sea against Pollution from Land-based Sources.

19. The Secretariat is presently engaged in an internal review of the monitoring activities, which would be presented to the Contracting Parties in 1989. This review will cover the quality of data gathered through the monitoring programme, spatial and temporal coverage, parameters measured and above all will propose changes which are necessary in order to reach the objectives set by the Contracting Parties. The research activities are also being reveiwed in order to bring them closer to their main objective, i.e. to serve as the main source of scientific information for the assessment of the environmental quality of the Mediterranean Sea and for the preparation of proposals for pollution control measures.

Blue Plan

20. The Blue Plan has highlighted two aspects of the environmental development problem:

- interdependence between sectors and/or components which initially appeared independent;

- interdependence between different levels - international, national, regional and local.

21. The Blue Plan has identified and analyzed the major issues that will affect the future Mediterranean pollution and quality of coastal areas (population trends, energy policies, urbanization, transport networks, spatial distribution of industry).

22. Is shows in particular that protection of the Mediterranean Sea, its shores and coastal regions cannot be assured through action carried out on the sea alone, or its coastal regions alone, but depends largely on the development, environment and physical planning policies followed by the Mediterranean countries at the national level. It also depends on economic and commercial interactions between these countries as a whole and the rest of the world in the agriculture, industry, energy, tourism and transport sectors. In this respect, the scenarios confirm the validity of analyses carried out in other studies, such as the report of the World Commission of Environment and Development or "UNEP's Environmental Prospectives up to the Year 2000 and Beyond".

23. The various scenarios envisaged, whether they are based on the continuation, more or less enhanced, of current trends (the so-called "trend" scenarios), or on a more goal-oriented alignment of Mediterranean co-operation, at the level of both the environment and development (the so-called "alternative" scenarios), lead to"images" of the Mediterranean environment that do not radically differ at the 2000 horizon, very close to the present and virtually already determined. Whatever the scenario, up to this date the situation will in principle be kept more or less under control in most countries through contingency action, provided that declared policies and stipulated regulations are in fact implemented. However, the scenarios for the 2025 horizon (in less than 40 years, i.e. the same span as from 1950 to 1988) indicated that the situation may change radically and that the state of environment is likely to deteriorate considerably. Given the time lag needed to obtain significant effects from enviromental protection, policies more vigorous than the current ones must be decided upon and implemented here and now if the

serious shortages and irreversible degradation threatening the future of the Mediterranean are to be avoided or attenuated, particularly concerning soil, water, forests, the coast and urban environments.

24. More specifically, the exercise implies that, in any event - even in the most favourable scenarios - protection of the land and coastal strip will be very difficult in the long run because of growing human pressures and the vulnerability of the natural environment. This will generally be the case in the regions south and east of the basin, but also all along the urbanized coasts of the northern region. This problem will, therefore, require the continuous and unswerving determination of governments and public authorities, based on the active and lasting support of the populations concerned. The most favourable scenarios in fact imply a permanent mobilization on behalf of the environment.

25. The Blue Plan scenarios show that the region's environment will be subject to increasingly strong pressure, but that ways exist to reduce considerably the effects of these constraints and to reverse the most adverse trends. Among these options, the most important ones seem to be:

- the search for new patterns of development in the region, based on stronger intra-Mediterranean co-operation and more resolute North-South solidarity;

- the systematic consideration of the environment in all sectors of development, in particular at the level of coastal areas;

- the promotion of a better understanding of the interactions between development and the environment in the Mediterranean, leading to the adoption of new kinds of behaviour among national or local officials from both the public or private sectors and among the Mediterranean peoples.

26. In conclusion, the Blue Plan exercise clearly indicates the need for greater emphasis on the planning and management of coastal areas as the best approach to mitigate the present and future environmental problems of the Mediterranean Basin.

Priority Actions Programme (PAP)

27. PAP has been implementing 10 priority actions relative to integrated planning of coastal areas; water resources management; historic settlements; seismic risk mitigation; solid and liquid wastes management; soil protection against erosion; development of tourism harmonized with the environment; environmental management of aquaculture; application of renewable energy sources; and environmental impact assessment.

28. Several national centres have assumed regional responsibility for specific programme components (e.g. the Genoa Centre on Seismic Risk Reduction in coastal areas; the Training Centre on Solar Energy in Almeria).

29. As a special activity, in 1987 complex country pilot zone projects were initiated in particularly threatened coastal zones, aiming at integrated planning management. Such projects were started in Syria ((coastal zone), Turkey (Bay of Izmir),Yugoslavia (Bay of Kastela), and in Greece (Rhodes). So far, PAP has developed a wide range of experiences, demonstration studies, methodological documents, tools and techniques that are readily applicable to pilot project areas.

30. The country pilot projects are expected to contribute to the improvement of the state of the environment in selected coastal areas, to serve as demonstration projects for areas with similar environmental problems and to result in:

- co-operation of local and national institutions with Mediterranean experts and istitutions, as well as with international organizations;

- establishment and promotion of an environmentally sound management of natural resources;

- proposals suitable for seeking international financial support developed at relatively low cost;

- testing the experience gained in developing the individual activities of the Priority Actions Programme;

- training of local experts, which in turn may become resource personnel for pilot projects carried out in other Mediterranean States.

For these reasons one country has suggested that the PAP be renamed The Programme for Environment and Development.

Regional Oil Combating Centre (ROCC)

31. The risk of marine pollution by oil and other dangerous substances transported by ships, remains very serious in the Mediterranean and many areas are potentially at risk.

32. The Regional Oil Combating Centre has developed, over the years, a network of national correspondents, a core of trained officials (through its MEDEXPOL INFOPOL, MEDIPOL and national training courses), guidelines for oil combating, catalogues of equipment and assisted governments in developing national contingency plans.

33. The Centre's structure and function were enlarged in order to cover harmful substances other than oil, so that its function would be in line with the emergency protocol which concerns co-operation in combating pollution by harmful substances as well as by oil, and also it would promote the integration of response to spills of such harmful substances into existing national contingency plans.

Specially Protected Areas (SPA)

34. In the field of specially protected areas, with vitally important input from IUCN, the concentration is on identification of all areas expected to be covered by the provisions of the Protocol concerning Mediterranean Specially Protected Areas. Until now:

- a Directory of existing protected areas of the Mediterranean was prepared;
- guidelines have been formulated and adopted for the selection, establishment, management and notification of information on marine and coastal protected areas;
- working groups have been established concerning the selection of protected areas, the management of marine vegetation, the legislation for protected areas, the submarine archaeology and threatened species.

35. In addition, a review of the status and problems of the Mediterranean monk seal was organized and a special action plan for the protection of the monk seals was adopted in 1988.
The status and problems of the Mediterranean marine turtles is under review. A meeting of Mediterranean experts will consider and approve an action plan for the protection of the marine turtles during 1989.

Information and public awareness

36. Considerable efforts were made, mainly on the level of the Secretariat, to spread the information and raise public awareness about the environmental problems of the Mediterranean and about the Action Plan. Posters, stickers, popular booklets, films, exhibitions, press conferences and press releases, presentation of MAP at various scientific, technical and other meetings were the means by which the public at large, politicians, managers and scientists were reached with information about the Action Plan.

STRATEGY FOR REFOCUSING

General principles

37. The proposed strategy for refocusing would be based on past achievements and on the present status of all ongoing activities, as well as on existing organisational structures and mechanisms of the Action Plan.

38. None of the ongoing activities of the Action Plan would be terminated. The refocusing would aim at the adaptation, through further development, and progressive concentration of ongoing activities on issues crucial to environmentally sound integrated planning and management of the Mediterranean Basin, i.e. on the central objective defined in 1975 by the Governments when adopting the Action Plan.

39. The targets defined by the Genoa Declaration would be fully integrated into the strategy and programme proposed for future development of the Action Plan.

40. Co-operation would be strengthened between the Action Plan and other national and international activities relevant to its goals, particularly with programmes having a bearing on integrated coastal zone development and management. Such co-operation would also enhance the present involvement and participation of the United Nations Specialized Agencies in those aspects of the Action Plan relevant to their acknowledged sphere of competence, and of other relevant organizations with whom UNEP has regular links (FAO, WHO, UNESCO, IOC, WMO, UNIDO, UNDRO, UNCHS,IMO, IAEA, IUCN.)

41. The sixth meeting of the Contracting Parties should take decision on the restructuring of the programme from 1990 onwards, taking into account the experience and results gained during 1989 in refocusing the programme, as well as the advantage which may have been gained with suggested changes in the institutional arrangements.

Programme implementation

42. By 1990, the scenarios developed in the framework of the Blue Plan for the Mediterranean as a whole should be examined by the Contracting Parties, as the likely common theoretical framework for the environmentally sound integrated planning and management of the Mediterranean Basin.

43. Using these scenarios as background, the Contracting Parties should endeavour to prepare, or to complete the preparation of their national scenarios by 1991. By comparing the findings of the national scenarios with those dealing with the Mediterranean Basin as a whole, the validity of the latter should be verified and their conclusions modified, as appropriate.

44. Increased attention should be given to the analysis of problems which may arise from the expected climatic changes due to projected sea level and temperature changes. Response options to the deleterious consequences of these changes should be considered by the Contracting Parties, and a feasible programme of mutual assistance should be developed to protect the climate as a common heritage.

45. The number of country pilot zone projects on integrated coastal zone planning and management should cover different topics in different places, as appropriate, and should be increased to ten by the end of 1991. Such projects should be used as concentration areas for all components of the Mediterranean Action Plan, and specifically for the targets identified by the Genoa Declaration. The experience gained through the pilot projects should serve to demonstrate the significance of the principles underlying the Barcelona Convention and the Action Plan. The projects should not be seen as activities of purely national character, but as interlinked for regional co-operation, generating experience, transfer of information and training opportunities of regional significance. As such, they could attract additional resources.

46. While maintaining their broad spectrum and regional character, activities identified as part of the Priority Actions Programme (PAP), should concentrate on geographic areas covered by the country pilot zone projects, and on activities such as environmental impact and damage assessment (one of the targets identified by the Genoa Declaration), and integrated planning and coastal zone management. The activities carried out in the general framework of PAP are seen as being of paramount importance for the successful refocusing of the Action Plan. The results and experience gained through individual activities should be applied within each of the country pilot zones, and methodologies developed and tested through these activities should be widely applied through intensive on-the-job training programmes which would become integral parts of each country pilot zone project.

47. Gradual but progressive concentration of MED POL monitoring on contaminants and sites which require either long time series of data (e.g. persistent, non-degradable, airborne or non-point source contaminants) or specific, almost "real time" information (e.g. sanitary quality of bathing waters, contaminant levels in domestic and industrial effluents). The former are required for assessment of long-term trends in the quality of the Mediterranean environment and for the design of long-term pollution control strategies; the latter would be used by those in charge of ensuring compliance with agreed standards for application of day-to-day pollution control measures, such as closing of unsatisfactory beaches or imposing restrictions on release of effluents.

48. MED POL research should concentrate on subjects requiring better understanding of the cause and extent of a well identified or potential local or regional problem (e.g. methylmercury, plankton blooms). Such research may have to be supported by pilot monitoring programmes on strategically placed monitoring stations and may have to be combined with studies presently covered by MED POL only marginally (e.g. dietary habits, epidemiological studies). In all cases, MED POL research should be intimately linked to and, as appropriate, dependent upon relevant research and studies performed within the framework of other programmes, both international and national.

49. The main goal of the activities envisaged in the framework of MED POL should be to provide information leading to the formulation of suitable site-specific and common measures required for the effective application of the Protocol for the Protection of the Mediterranean Sea against Pollution from Land-based Sources. The formulation of site-specific pollution control measures in the zones covered by the country pilot projects should be considered as priority in designing the national MED POL research and monitoring programmes.

50. The response capability of the Action Plan to maritime and land-based emergency situations covering all types of hazardous substances should be enhanced. This should involve the formulation and adoption of national contingency plans by the Contracting Parties which still do not have such plans and development of arrangements for co-ordinated response to emergencies requiring regional co-operation, specifically those envisaged by the Protocol concerning co-operation in Combating Pollution of the Mediterranean Sea by Oil and other Harmful Substances in Cases of Emergency. The development of specific local response capabilities in zones covered by the country pilot zone projects on integrated coastal zone planning and management should be especially promoted.

51. The work on the establishment of protected areas should be itensified along the provisions of the Protocol concerning Mediterranea Specially Protected Areas in order to reach the target of at least 50 new areas by 1995, set by the Genoa Declaration. Likewise, early action should be taken to protect the most endangered species from extinction, monk seals and marine turtles specifically, as requested by the Genoa Declaration.

52. Aside from numerous national programmes a large number of regional and sub-regional initiatives and ongoing programmes relevant to the Action Plan are at present flourishing in and around the Mediterranean without any significant links and consultations with the Action Plan (e.g. the EEC's and the World Bank's Mediterranean programme, Alpe/Adria, RAMOGE, POEM, the

Italian-Greek and the Italian-Yugoslav joint Mediterranean programmes). Most of these initiatives and programmes are in the field of integrated coastal zone planning and management and the financial resources at their disposal are often far surpassing those at the disposal of the Action Plan. In view of their relevance to the Action Plan it is suggested to establish a regular consultative process between the Action Plan and these programmes in order to ensure co-ordination and a better flow of information between them and to examine the possibilities for a closer co-operation in areas of mutual interest.

53. The complex nature of country pilot zone projects will open the possibility for an expanded involvement of specialized international and intergovernmental organizations in the Action Plan. In that context the early association of organizations such as UNDP and the World Bank with the pilot zone projects should be actively pursued, since these projects will, in most cases, require follow-up from international lending or funding institutions.

54. The specialized data bases, set up in the framework of Regional Activity Centres of the Action Plan, should be functionally linked up with the data bases maintained by the Co-ordinating Unit, which should act as the data management centre for all information generated by, or relevant to the Action Plan.

55. Training of experts in all fields covered by the Action Plan should be intensified, with special emphasis on training of nationals from developing countries and in subjects relevant to coastal zone planning and managment. On site training, especially by participation in country pilot projects, seems a promising avenue to provide training in coastal zone planning and management and in environmental impact assessment)

56. In view of the important role of the information and public awareness campaigns (recognized by the Genoa Declaration), efforts should be intensified to reach politicians, decision-makers, managers, scientists and the public at large with information on the environmental problems of the Mediterranean and the Action Plan, as the joint effort of the Contracting Parties to safeguard the quality of the Mediterranean Basin. All available means should be used for publicizing the Action Plan. In addition to the continuation of previous efforts in this sector, a more agressive and imaginative approach should be adopted, which may also include, individually or in a closely co-ordinated way, fund raising campaigns, celebration of the Mediterranean Week at the occasion of the Environment Day with symbolic awards to meritorious persons, annual issuance of national stamps devoted to the Mediterranean (only one was issued until now, by Monaco), poster contests, adoption of a suitable

logo for the Action Plan and a symbol for the plight of the Mediterranean (monk seal?), etc. Enlisting prominent public personalities in a "Friends of the Mediterranean" association and using them as ambassadors of goodwill may be considered promising (particularly if financed from private sources). Approach to children, teachers, pupils, tourists and especially non-governmental organizations, largely neglected until now, should be initiated with appropriate information material.

57. The existing co-operation with the Inter-Parliamentary Union should be broadened and a more active involvement of the Union in propagating the political support for the Action Plan should be solicited.

Institutional arrangements

58. The periodic (biennial) meetings of the Contracting Parties should remain the highest authority to review the overall progress of the Action Plan and to decide on its general orientation and budget. The Parties should meet on high (ministerial) level, their meetings should be short (3-4 days) and their decision-making should be facilitated by appropriate preparatory work.

59. The Bureau of the Parties should play a key role in the decision-making process between the periodic meetings of the Parties and in the preparation of the meetings of the Parties. A procedure should be adopted to ensure an equitable distribution of the posts in the Bureau taking into account the interest of all Parties.

60. The terms of reference of the Bureau should be expanded in order to include specific provisions related to the financial management of the Action Plan, as decided by the fifth meeting of the Contracting Parties. The proposed expanded terms of reference are attached as Annex I of this document.

61. The two standing committees (Scientific and Technical Committee, Socio-Economic Committee), established by the fifth meeting of the Contracting Parties, should be retained and should exercise their functions according to the terms of reference proposed in Annexes II and III of this document.

62. The Legal Committee should be convened only on an ad hoc basis, to consider matters referred to it by the Contracting Parties, and according to terms of reference specified by the Parties.

63. The National Focal Points for the Mediterranean Action Plan should remain the main channels of communication between the Secretariat and the relevant countries on all matters related to the development and implementation of the Action Plan. For specific individual activities and projects additional, technical National Focal Points should be identified by the National Focal Points for the Mediterranean Action Plan.

64. For the sake of a better co-ordination, all correspondence on policy matters as well as on matters relevant to the work and meetings of the two standing committees should be only between the National Focal Points for the Action Plan and the secretariat. Correspondence of technical nature related to specific components or projects of the Action Plan should continue to be directly between the Secretariat and the institutional centres established in the framework of the Action Plan (e.g. ROCC, the Regional Activity Centres) on one side and the relevant national sectoral focal points designated by the national focal points for the Action Plan.

65. The Co-ordinating Unit for the Mediterranean Action Plan in Athens should remain and operate under the authority of the Executive Director and within the mandate and decisions of the Contracting Parties, as the de facto secretariat and the overall technical co-ordinator of the Action Plan and the Convention. In order to ensure that the country pilot zone projects on integrated coastal zone planning and management become concentration areas for all components of the Action Plan and for the targets identified by the Genoa Declaration, the co-ordination of such projects is proposed to be exercised directly by the Co-ordinating Unit. The structure of the Unit's staff may have to be adjusted so that it could respond adequately to the requirements of this task.

66. The Regional Oil Combating Centre (ROCC) in Malta is now operated and should continue to operate by IMO as a joint IMO/UNEP project under the authority and according to the policy decision of the Contracting Parties, as well as under the overall guidance and supervision of the Co-ordinating Unit for the Mediterranean Action Plan. The staff of ROCC is recruited by IMO and they have the status of U.N. employees. The status of the Centre was re-examined by the Contracting Parties in 1987 and its mandate was revised to include harmful substances other than oil, pursuant to the protocol on Co-operation in Combating Pollution of the Mediterranean Sea by oil and other harmful substances in cases of emergency, and in order to accommodate the proposed expansion of programme requirements relevant to maritime

emergencies, the targets specified in the Genoa Declaration, as well as the needs of the proposed refocusing of the Action Plan on integrated planning and management of the Mediterranean Basin. Close co-operation should be established between the Centre and UNEP's International Register for Potentially Toxic Chemicals (IRPTC). The proposed terms of reference of the Centre reflecting the scope of its activities are attached as Annex IV of this report.

67. The Regional Activity Centre for the Priority Actions Programme in Split remains to operate as a national institution entrusted by the Contracting Parties with special regional responsibilties. The work of the Centre related to the Action Plan should be carried out under the overall guidance and supervision of the Co-ordinating Unit for the Mediterranean Action Plan, with financial support provided through UNEP on a project-funding basis in the framework of the budget approved by the Contracting Parties. The role of the Centre and the scope of its activities should be adjusted in order to accommodate the proposed refocusing of the Action Plan and the targets specified in the Genoa Declaration. The Centre should refocus its activities, in particular on integrated planning and coastal zone management and on environmental impact and damage assessment in areas covered by the coastal zone pilot projects. It also should guide and supervise, as appropriate, the Regional Project Centres established for specific projects falling within the overall mandate of the Centre. The proposed adjustments are reflected in the terms of reference attached as Annex V to this document.

68. The Regional Activity Centre for the Specially Protected Areas (SPA) in Tunis, remains to operate as a national institution entrusted by the Contracting Parties with special regional responsibilities. The work of the Centre related to the Action Plan should be carried out under the overall guidance and supervision of the Co-ordinating Unit for the Mediterranean Action Plan, with financial support provided through UNEP on a project-funding basis in the framework of the budget approved by the Contracting Parties. The role of the Centre and the scope of its activities should be adjusted in order to accommodate the proposed refocusing of the Action Plan and the targets specified in the Genoa Declaration. A recent in-depth analysis of the Regional Activity Centre for the Specially Protected Areas reconfirmed that, in spite of certain weaknesses, the Centre is a viable organizational unit able to fulfill its tasks, provided that the identified shortcomings are remedied and the continuing scientific and technical support of the International Union for the Conservation of Nature and Natural Resources (IUCN) is maintained. The proposed adjustments are reflected in the terms of reference attached as Annex VI to this document.

69. The Regional Activity Centre for the Blue Plan in Sophia Antipolis will terminate its activities with the completion of the third phase of the Blue Plan and the results of its past activities will become a fundamental input into the refocused programme of the Action Plan. However, the goodwill and readiness of France to provide a national institution which could play a regional role in one of the major programme areas of the Action Plan should be explored.

70. Although it is proposed that the Co-ordinating Unit for the Mediterranean Action Plan should remain in charge of overall technical co-ordination of the Action Plan, further decentralization is proposed by establishment of additional Regional Project Centres for specific programme areas of the Action Plan. Such centres in fact already exist for some specific larger regional projects which, at least partly, are "spin-offs" of successful initiatives of the Regional Activity Centre for the Priority Actions Programme (e.g. the Centre on Seismic Risk Reduction in Coastal Areas, Genoa; the Training Centre on Solar Energy, Almeria; the Mediterranean Regional Aquaculture Project - MEDRAP, Tunis) and of MED POL (the Intercalibration and Maintenance Services at IAEA/ILMR, Monaco; the Jellyfish Monitoring and Research Project Centre, Trieste). Additional programme areas which could be handled through such projects include rehabilitation and reconstruction of historic settlements (identification and protection of at least 100 historic sites of common interest is a target identified by the Genoa Declaration), water resource development for Mediterranean islands, solid and liquid waste management, tourism, development of response options to counter the effects of expected climatic changes, identification and protection of Mediterranean biodiversity and genetic resources, implementation of an action plan for the protection of Mediterranean monk seal and marine turtles. Depending on the type of activities of the Regional Project Centres, they would be functionally linked to and supervised by the existing Regional Activity Centres or the Co-ordinating Unit.

71. The benefits from the proposed establishment of Regional Project Centres would be manifold:

- the pressure on the staff of the Co-ordinating Unit resulting from direct implementation and supervision of a large number of activities would be decreased, thus leaving the staff more time to exercise the primary function of the Unit, i.e. co-ordination and guidance;

- the pressure on existing Regional Activity Centres would be also decreased leaving them more time for concentration on their basic activities and on development of new initiatives;

- the number of national institutions and experts directly involved and committed to the implementation of the Action Plan would be significantly increased;

- the flexible and more informal approach of the projects towards the co-operative arrangements with their partners, not bound too rigidly by UN rules, may successfully stimulate a larger number of institutions and individuals to participate actively in the Action Plan;

- additional contributions to the activities of the Action Plan would be received in kind and services, without increasing proportionately the expenditures from the Trust Fund.

72. The present support to the existing Regional Activity Centres from the Trust Fund is not harmonized, leaving them to operate under very different financial constraints. Regardless of the decision of the Contracting Parties about the proposed establishment of the Regional Project Centres, a unified approach would be needed and certain principles which may be considered for approval by the Contracting Parties as valid for both, the Regional Activity Centres and for the Regional Project Centres, are proposed in annex VII of this document.

Financial arrangements

73. The proposed refocusing of the Action Plan would require gradual adjustments in the budgets of existing individual components of the Action Plan and the introduction of the coastal zone planning and manageent as a new programme and budget component of the Action Plan.

74. Only minor adjustments are suggested for the present budgetary period (1988-1989) approved by the fifth meeting of the Contracting Parties, assuming that the refocusing could be initiated through the contribution of existing components of the Action Plan with gradual shift of emphasis towards activities relevant to coastal zone planning and management.

75. However, it is suggested that from 1990 onwards the refocusing should be clearly reflected in the budget structure expected to be adopted by the sixth meeting of the Contracting Parties.

76. In order to maintain the level of activities of MAP at current levels, a budget increase of 10 per cent from one biennium to the next should be normally accepted. At the same time the need to secure a more regular financing of the programme should be addressed by the Contracting Parties as a matter of high priority.

77. Experience has shown that the financing remains a very critical element of the Action Plan. Agreements on objectives, workplans and budgets, painstakingly achieved at meetings of Contracting Parties, are in practice radically modified by delays, often lasting for years, in payment of contributions pledged. Mechanisms will have to be found to remedy this situation of chronic shortage of funds that primarily affects activities of interest to developing countries, since no savings can be made on fixed costs of offices, staff and intergovernmental meetings.

RECOMMENDATIONS FOR ACTION OF THE BUREAU

78. The Bureau is invited

a) to consider and provide comments on the new version of the paper on refocusing of the Mediterranean Action Plan on environmentally sound integrated planning and management of the Mediterranean Basin, requested by the Expanded Bureau (Athens, 1-2 November 1988);

b) to provide the secretariat with recommendations about the future course of action in order to achieve the refocusing of the Action Plan on environmentally sound integrated planning and management of the Mediterranean basin.

Annex I

TERMS OF REFERENCE OF THE BUREAU

The Bureau of the Contracting Parties, composed of representatives of four Contracting Parties, is elected by the ordinary meetings of the Contracting Parties according to the rules laid down by the meeting of the Parties.

The functions of the Bureau are:

- to review in periods between the meetings of the Contracting Parties the progress in the implementation of the Action Plan, the Convention and its associated Protocols, with special reference to the decisions taken by the meetings of the Contracting Parties;

- to supervise the work of the secretariat and to provide it with necessary guidance in the implementation of the programme and budget adopted by the meetings of the Contracting Parties;

- to follow the work carried out by the standing subsidiary bodies of the Contracting Parties (i.e. the Socio-Economic Committee, and the Scientific and Technical Committee) and of the institutional structures established in the framework of the Action Plan (i.e. the Co-ordinating Unit, the Regional Activity Centres and the Regional Project Centres);

- to guide the secretariat about the preparations for the meetings of the Contracting Parties;

- to take decisions about programme and budget adjustments within the mandate given to the Bureau by the members of the Contracting Parties;

- to decide on response of the Action Plan in case of eventual emergency situations.

The Bureau discharges its functions during periodic meetings chaired by its Chairman elected by the meetings of the Contracting Parties. Between meetings of the Bureau, it functions through a consultative process involving all Bureau members.

Annex II

TERMS OF REFERENCE OF THE SCIENTIFIC AND TECHNICAL COMMITTEE

The Committee consists of representatives of the Contracting Parties designated by the National Focal Points for the Mediterranean Action Plan.

The functions of the Committee, acting as the subsidiary body of the Contracting Parties, are:

- to review the progress in the implementation of scientific and technical programmes of the Action Plan;

- to review the workplans and budgets proposed by the secretariat for the scientific and technical programmes of the Action Plan and to recommend their adoption, with modifications, as deemed necessary, to the meetings of the Contracting Parties;

- to take decisions about the adjustments in the programmes and budgets of the scientific and technical components of the Action Plan, within the mandate given to the Committee by the Contracting Parties;

- to keep informed about the progress in the implementation of the social and economic programmes of the Action Plan in order to ensure a harmonious and mutually reinforcing development of all components of the Action Plan.

Annex III

TERMS OF REFERENCE OF THE SOCIO-ECONOMIC COMMITTEE

The Committee consists of representatives of the Contracting Parties designated by the National Focal Points for the Mediterranean Action Plan.

The functions of the Committee, acting as the subsidiary body of the Contracting Parties, are:

- to review the progress in the implementation of the socio-economic programmes of the Action Plan;

- to review the workplans and budgets proposed by the secretariat for the socio-economic programmes of the Action Plan and to recommend their adoption, with modifications, as deemed necessary, to the meetings of the Contracting Parties;

- to take decisions about the adjustments in the programmes and budgets of the socio-economic components of the Action Plan, within the mandate given to the Committee by the Contracting Parties;

- to keep informed about the progress in the implementation of the scientific and technical programmes of the Action Plan in order to ensure a harmonious and mutually reinforcing development of all components of the Action Plan.

Annex III

TERMS OF REFERENCE OF THE SOCIO-ECONOMIC COMMITTEE

The Committee consists of representatives of the Contracting Parties designated by the National Focal Points for the Mediterranean Action Plan.

The functions of the Committee, acting as the subsidiary body of the Contracting Parties, are:

- to review the progress in the implementation of the socio-economic programmes of the Action Plan;

- to review the workplans and budgets proposed by the secretariat for the socio-economic programmes of the Action Plan and to recommend their adoption, with modifications, as deemed necessary, to the meetings of the Contracting Parties;

- to take decisions about the adjustments in the programmes and budgets of the socio-economic components of the Action Plan, within the mandate given to the Committee by the Contracting Parties;

- to keep informed about the progress in the implementation of the scientific and technical programmes of the Action Plan in order to ensure a harmonious and mutually reinforcing development of all components of the Action Plan.

Annex IV

TERMS OF REFERENCE OF THE REGIONAL OIL COMBATING CENTRE (ROCC)

The functions of the Centre are:

- to be the central reference point for collection and dissemination of information relevant to marine pollution emergencies involving all type of hazardous materials;

- to help countries to develop site-specific, national, sub-regional and regional contingency plans for response to marine pollution emergencies caused by maritime or land-based sources;

- to organize and provide training relevant to the application of contingency plans;

- to organize, contribute or co-ordinate, if requested by the affected Parties, the response to marine pollution emergencies.

- to implement the recommendations of the workshop on combating accidental pollution of the Mediterranean Sea by harmful substances including proposals on the functions of the Centre and on the work plan for future activities.

The functions of the Centre are discharged under the overall guidance and supervision of the Co-ordinating Unit for the Mediterranean Action Plan and in close co-operation with the International Maritime Organization (IMO) and with the International Register of Potentially Toxic Chemicals (IRPTC) of UNEP.

Annex V

TERMS OF REFERENCE OF THE REGIONAL ACTIVITY CENTRE FOR THE PRIORITY ACTIONS PROGRAMME (PAP)

The functions of the Centre are:

- to be the central reference point for collection and dissemination of information relevant to the ten priority areas assigned as the overall mandate of the Centre;

- to assist the Contracting Parties, in close co-operation with the relevant national authorities and international organizations, in the implementation of the workplan for the Priority Actions Programme defined by the Contracting Parties;

- to concentrate, without neglecting the broad spectrum and regional character of the ten priority areas assigned as the overall mandate of the Centre, on integrated planning and coastal zone management and on environmental impact and damage assessment in areas covered by the coastal zone pilot projects;

- to organize and provide training relevant to the subject areas covered by the mandate of the Centre;

- to guide, supervise or liaise with, as appropriate, the Regional Project Centres established for specific projects falling within the overall mandate of the Centre.

The functions of the Centre are discharged under the overall guidance and supervision of the Co-ordinating Unit for the Mediterranean Action Plan and in close co-operation with the relevant international, regional and national organizations.

Annex VI

TERMS OF REFERENCE OF REGIONAL ACTIVITY CENTRE
FOR SPECIALLY PROTECTED AREAS (SPA)

The functions of the Centre are:

- to be the central reference point for collection and dissemination of information relevant to the implementation of the Protocol concerning Mediterranean Specially Protected areas;

- to assist the Contracting Parties in identification, selection, establishment, management and notification of information on marine and coastal protected areas, according to the guidelines adopted by the Contracting Parties;

- to guide and supervise the work of Regional Project Centres established for specific projects (e.g. protection of monk seals and marine turtles) falling within the overall mandate of the Centre;

- to organize and provide training relevant to the identification, selection, establishment and management of marine and coastal protected areas;

The main goal of the Centre is to assist the Contracting Parties to reach the target of at least 50 new areas by the year 1995.

The functions of the Centre are discharged under the overall guidance and supervision of the Co-ordinating Unit for the Mediterranean Action Plan and in close co-operation with the International Union for Conservation Nature and Natural Resources (IUCN).

Annex VII

PRINCIPLES FOR ESTABLISHMENT AND OPERATION OF REGIONAL ACTIVITY CENTRES AND REGIONAL PROJECT CENTRES ESTABLISHED IN THE FRAMEWORK OF THE MEDITERRANEAN ACTION PLAN

Regional Activity Centres and Regional Project Centres are national institutions entrusted by the Contractig Parties with special regional responsibilities.

The work of the Regional Activity Centres related to the Action Plan is carried out under the overall guidance and supervision of the Co-ordinating Unit for the Mediterranean Action Plan. The Centres report to the Unit and through the Unit to the subsidiary bodies established by the Parties.

The work of the Regional Project Centres related to the Action Plan is carried out under the overall guidance and supervision of the Co-ordinating Unit or (most often) the Regional Activity Centres. The Regional Project Centres report to the Unit or to the Regional Activity Centres, as appropriate, and through them to the subsidiary bodies established by the Parties.

The staff of both types of Centres, as well as their experts and consultants, are appointed and administered by the relevant national authorities. Experts recruited internationally by UNEP or other international or intergovernmental organizations may be outposted to the Centres.

Financial support to the Centres for the work carried out in relation to the Action Plan is derived from the:

- Trust Fund, based on the budget approved by the Contracting Parties;
- contributions in cash, kind and services provided by the host Government or the Centre; and
- other sources procured by the Centre.

The financial support from the Trust Fund is provided to the Regional Activity Centres on a project funding basis through project documents signed between them and UNEP on behalf of the Contracting Parties.

Financial support from the Trust Fund is provided to the Regional Project Centres on a project funding basis either through project documents signed between them and UNEP or (more often) through contracts between them and the Co-ordinating Unit or the Regional Activity Centres.

The salary of the Director of both types of Centres may be partially covered by the Trust Fund; 10 per cent of the annual expenditure of the Centre derived from the Trust Fund, with US $ 20,000 being the annual limit.