

United Nations
Environment
Programme



Distr.
RESTRICTED

UNEP/WG.29/3
29 June 1979

Original: ENGLISH

Second meeting of the National
Blue Plan Focal Points,
Cannes, 2 - 5 October 1979

PROPOSALS FOR THE EARLY IMPLEMENTATION OF THE
FIRST PHASE OF THE BLUE PLAN

Note: In response to the recommendation 15 of the Intergovernmental Review Meeting of Mediterranean Coastal States and First Meeting of the Contracting Parties to the Convention for the Protection of the Mediterranean Sea against Pollution and its related protocols, Geneva, 5-10 February 1979 (UNEP/I4.14/9, Annexe V), a consultant (Dr. I. Sabri Abdalla, Egypt) was appointed by the Secretariat to co-ordinate the preparation of the basic documents for the Second Meeting of the Blue Plan Focal Points. The consultant was assisted by a small advisory group (Dr. Hedia Baccar, Tunisia; Mr. Mohamed El-Hadi Bennadji, Algeria; Mr. René Bourone, France; Mr. Franco Fiorelli, Italie; Mr. Franjo Gasparovic, Yugoslavia; Mr. Panagiotis Lagos, Greece). This document is the final product of their work and does not necessarily reflect the views of the Secretariat.

(i)

TABLE OF CONTENTS

	Pages
INTRODUCTION	1
PART I - PLACE AND ROLE OF THE BLUE PLAN WITHIN THE MEDITERRANEAN ACTION PLAN	3 - 9
I. The socio-economic component	3 - 7
II. The institutional arrangements of the MAP	7 - 9
PART II - MEASURES AND PROCEDURES OF IMPLEMENTATION	11 - 33
I. The content of the first phase of the Blue Plan	11 - 15
II. Work description and flow	15 - 21
III. Institutional framework	22 - 28
IV. Location	29
V. Institutional linkages	29 - 31
ANNEX I - A proposal for twelve studies	35 - 38

PROPOSALS FOR THE EARLY IMPLEMENTATION OF THE
FIRST PHASE OF THE BLUE PLAN

INTRODUCTION

The purpose of this document is to start by replacing the Blue Plan in the framework of the Mediterranean Action Plan (MAP), to recall its nature and methodology and finally to make proposals for the early implementation of the first phase of the project. As a matter of fact, some of these aspects regarding the implementation of the Blue Plan have already been approved by the "Intergovernmental Meetings of Mediterranean Coastal States", the decision-making body of the Mediterranean Action Plan. Yet, recalling what has been settled clears the ground for a more detailed description of the Structure and modus operandi of the Blue Plan. Accordingly, the first part of this document will be devoted to a kind of summing up of the content of the previous recommendations concerning the Blue Plan. These have been mainly adopted by intergovernmental meetings at Split (31 January-4 February 1977) and Monaco (9-14 January 1978). The second part will deal with the issues related to the implementation of the first phase of the Blue Plan. The first part is by no means superfluous, because the ways and means of implementation should be inspired by, and in conformity with, the above-mentioned recommendations. Nevertheless, conceived as a reminder, this part will be as brief as possible 1/.

PART I

PLACE AND ROLE OF THE BLUE PLAN WITHIN THE MEDITERRANEAN ACTION PLAN

I THE SOCIO-ECONOMIC COMPONENT

1.1 The four components of the MAP

In order to be both global and operational, the Mediterranean Action Plan has four components:

- Environmental assessment
- Environmental management
- Legal framework
- Financial and institutional arrangements.

The first component covers the assessment of all factors contributing to the protection and development of the region. In this respect, the Contracting Parties to the Barcelona Convention agreed "to establish..... programmes ... for pollution monitoring in the Mediterranean Sea Area and ... a pollution monitoring system for that area" (article 10) and "to develop and co-ordinate their national research programmes relating to all types of marine pollution in the Mediterranean Sea area and to co-operate in the establishment and implementation of regional and other international research programmes for the purpose of this Convention" (article 11). To carry out these provisions, the "Co-ordinated Mediterranean Pollution Monitoring and Research Programme" (MED POL) was established. Obviously, the data gathered and actions suggested within the MED POL project are valuable inputs to the Blue Plan. The same applies to any activity to be undertaken in the framework of the environmental assessment component of the MAP.

1.2 Long-term strategies for socio-economic development

Rejecting the conservationist approach to the environment, the MAP calls its second component "environmental management", admitting thereby that socio-economic development has to be pursued but with due attention to environmentally-sound management practices. Recognizing implicitly that many current practices are damaging to the

environment, the MAP calls for "a co-ordinated programme of concerted activities, aimed at better utilization of resources in the interest of the countries of the region and of their development, while being in accordance with sound long-term environmental management rules" 2/. It is occasionally repeated in the MAP document that, given the interwoven relations of the various development activities, only an integrated planning exercise can be of use in this respect 3/. Aware of the possible conflicts between some development activities and the environment, the Governments of the Coastal States of the Mediterranean declared themselves ready to make a joint and thorough study of any proposal aimed at reconciling the demands of development with the need to protect and improve the quality of the Mediterranean environment with a view to the optimal utilization of its resources 4/.

1.2.1 Nature and content of the Blue Plan

The "Blue Plan" is the main study initiated within the socio-economic component of the MAP. It is an "integrated planning project in which Governments, United Nations agencies, intergovernmental and non-governmental organizations co-operate" 5/. The "Blue Plan for Actions in the Mediterranean" - to quote its full initial name - is an exercise in the integrated approach to the environment-development problems in the concrete context of a specific region and with a view to the elaboration of workable alternative solutions where needed. It is action-oriented because its objectives are:

- (a) to assist Governments to identify points of reinforcement or conflict between development activities and the environment;
- (b) to suggest, in the light of these interactions, alternative environmentally-sound development strategies to be followed in the future; and
- (c) to identify, in the meantime, specific actions to be taken immediately.

Needless to say, in order to meet these objectives adequately, it is essential to gather, complete and analyse all the relevant data concerning the present situation in the Mediterranean basin. The analysis should focus on the various interrelations existing between activities often viewed as independent. Thus it is bound to yield a set of actions to be taken without further delay. Yet the main task remains the scrutiny of the future evolution, the risks it might entail, and the devising of a series of alternative development strategies more compatible with a sound environmental management. Given the particular nature of the Blue Plan and its objectives, this exercise has been conceived as progressing through three phases. As it moves from one phase to the next, the focus will shift gradually from the acquisition of more knowledge to in-depth analysis leading to long-range policy options.

1.2.2 The methodology

The term "plan" is used simply to underline the importance of interrelations between different sectors of activity and different time horizons. Consequently, it should not lead to any confusion with planning exercises undertaken by individual countries. These are the attributes of national sovereignty; nobody is entitled to interfere in this area. The essence of the integrated planning component of the MAP is to assist national Governments in making their optimal choices through the improvement of the quantity and quality of information available to them and also by broadening the field of choice through the elaboration of possible alternatives. Nothing can better illustrate this essential difference than the methodology. The Blue Plan relies almost exclusively on the systems analysis (for the study of interrelations) and the prospective approach and alternative scenarios (for the future evolution). It does not need any of the conventional techniques and tools of national planning (models, input-output tables, national accounts, etc...). It might be of some interest to add a few words here on the prospective method, in view of the fact that it is not in of common use in non-French speaking countries 6/. Roughly speaking, it is a method of apprehending the future in order to assist in present decision-making. Unlike futurology, the possible futures are explored in the light of the present system as it actually operates and not imagined on the basis of some hypothesis. Unlike forecasts based on econometric models, the prospective method gives greater emphasis to the qualitative aspects of the system. Furthermore, this method pays special attention to the identification of existing tendencies and trends, the evaluation of the various degrees of likelihood of change, of irreversibility of those tendencies, as well as the degree of adaptability of the system as whole. Thus, it allows for the elaboration of different scenarios: a scenario of continuity in the case of important invariants and minor adaptations, a scenario of disruption when the system cannot cope with some irreversible major changes, and an alternative scenario to avoid disruptions. All these scenarios contribute to the identification of actions to be taken at appropriate points of time to enhance the adaptability of the system and prevent possible disruption.

1.2.3 Elaboration and approval

The present Blue Plan document has a relatively long history. In April 1975, the UNEP Governing Council agreed to a French proposal on the preparation of a "Blue Book" about the long term evolution of the Mediterranean from the point of view of the relationship between environment and development. A first document, prepared in France, was then discussed with UNEP representatives in Geneva (July and September 1975). As the outcome of these discussions, an assignment was given to a French team to prepare a report that came to be known as the Blue Plan. The authors gathered a group of experts in Nice

(December 1975) to review their work. The revised document, transmitted to UNEP in early 1976, was then submitted to two expert meetings organized by UNEP (Geneva, January and Paris, May 1976). After these thorough preparations and revisions, an Intergovernmental Meeting of Mediterranean Coastal States was convened at Split, Yugoslavia, 31 January-4 February 1977, to consider the document. The Governments approved the Blue Plan and defined its objectives and the ways and means for its implementation, including its financial and institutional implications. The Split resolutions constitute the binding legal framework into which the detailed implementation measures have to fit 7/.

1.3 Other activities within the environmental management component

1.3.1 The Priority Actions Programme (PAP)

In addition to the Blue Plan, the Split intergovernmental meeting adopted a "Priority Actions Programme" (PAP). The main objective of this programme is "the initiation of co-operative activities by the Coastal States of the Mediterranean region with respect to appropriate environmental management practices on the basis of available knowledge in selected priority areas" 8/. According to the Split and consecutive decisions a clear distinction can be made between the Blue Plan and the PAP:

- the mandate of the Blue Plan is global and embraces the entire Mediterranean ecosystem, while PAP has to deal with specifically selected areas. The Blue Plan is the most comprehensive approach to the integration of socio-economic planning into the environmental management component of the MAP;
- the first phase of the Blue Plan has as its main objective, the acquisition of new and better knowledge through surveys, analyses and expertise, while the PAP will work on the basis of available knowledge;
- the Blue Plan will, in the course of its implementation, identify possible alternative actions and describe them, while the PAP has to initiate activities, that is to say, prepare in detail and start the implementation, including training and transfer of appropriate technology;
- the Blue Plan has to suggest alternative actions both for different coastal countries and for joint regional practices, while the PAP has to focus primarily on co-operative actions.

However, although distinct from each other in their scope and approach to the harmonizing of development and environment, the PAP and the Blue Plan are mutually reinforcing. Accrued and improved knowledge

obtained by the Blue Plan can be taken into consideration as criteria for an evaluation and priority setting elaborated by the PAP as well as for the selection of new areas for priority actions. On the other hand, the analysis of the results of activities initiated by the PAP can provide a good test for ideas and concepts under consideration among the Blue Plan experts, in particular from the point of view of feasibility and operationality. This follows also from the nature of the Blue Plan which involves a constant interplay between the elaboration of an explanatory outline and the indication of specific courses of action. The establishment of close links with the PAP is obviously necessary.

1.3.2 Other activities

In order to complete the picture of the environmental management component of the MAP, reference should be made to the following activities:

- In co-operation with UNESCO, FAO and IUCN, development of guidelines and technical principles for the selection, establishment and management of Mediterranean specially protected areas;
- Waste management, in co-operation with WHO;
- Comprehensive planning, in co-operation with the Yugoslav Government;
- Information exchange and training on urban environment pollution control in co-operation with the Government of Greece and WHO;
- Training seminars in environment management in co-operation with Governments (for instance Italy with regard to the Mediterranean Training Centre at Urbino) and international institutions.

II THE INSTITUTIONAL ARRANGEMENTS OF THE MAP

The institutional problems that the implementation of the Blue Plan may raise should be resolved with due respect to the institutional arrangements approved by the Governments for all the parts of the Mediterranean Action Plan. Accordingly it is essential to recall these arrangements before turning to the concrete measures of implementation.

2.1 The Governments of the Coastal States

The MAP is a full set of activities calling for Governmental intervention and financing. Consequently, the decisions remain in the

last resort in the hands of the National Governments exercising their full sovereignty. Most of the activities take place within national borders or under national flags. Measures of environmental assessment or environmental management are submitted to Governments for consideration. Undoubtedly, environmental problems often transcend national borders and consequently necessitate consultation, exchange of information, co-ordination of policies and certain joint actions. This is the more true because the Mediterranean basin constitutes in fact an "ecological community". Yet the Coastal States did not decide on the establishment of any standing intergovernmental organization similar to those of the United Nations system or the non-United Nations regional organizations. They preferred to proceed by a Convention complemented by several protocols, and trusted the follow-up of the implementation of their agreement to a light and ad hoc structure.

2.2 The intergovernmental meetings

As has already been mentioned, the MAP was adopted by an intergovernmental meeting in 1975. This approval made it possible to prepare the legal instruments: the Barcelona Convention and the related protocols, which not only constitute the legal component of the MAP but also serve as the legal basis of the MAP in its entirety. Other meetings of the same kind were necessary to deal with the other components. Thus the Intergovernmental Meeting of Mediterranean Coastal States became the decision-making body of the MAP. Since the Convention entered into force, this body has become the Conference of the Contracting Parties to the Barcelona Convention which, until all Mediterranean States become parties to this Convention, is coupled with an intergovernmental meeting, as was the case in February 1979.

2.3 The Executive Director of UNEP

When the Intergovernmental Meeting of the Mediterranean Coastal States approved the MAP, the Governments asked the Executive Director of UNEP to oversee the implementation of the Action Plan. It was in this capacity, and as requested by Governments, that he convened the second Barcelona Meeting (1976) where the Convention and the protocols prepared by UNEP in co-operation with Governments, FAO and IMCO, were adopted. Again, the Convention for the Protection of the Mediterranean Sea against Pollution designated UNEP for the execution of secretariat functions (article 13) and specified some of these functions, the most relevant of which to the subject of this document being:

"(vi) To ensure the necessary co-ordination with other international bodies which the Contracting Parties consider competent, and in particular to enter into such administrative arrangements as may be required for the effective discharge of the Secretariat functions".

Thus, it clearly appears that the UNEP Executive Director is empowered to ensure the overall supervision and co-ordination of all the components of the MAP and to decide on whatever administrative arrangements he deems appropriate for its implementation and follow-up. He reports to the Intergovernmental Meeting of the Mediterranean Coastal States and the Conference of the Contracting Parties to the Barcelona Convention. In accordance with the internal rules of UNEP and the decisions of its Governing Council, he decides on the ways of exercising his role mentioned above. In the Executive Director's Report to the Intergovernmental Review Meeting of Mediterranean Coastal States and First Meeting of the Contracting Parties to the Convention for the Protection of the Mediterranean Sea against Pollution and its related protocols 9/, the role of co-ordinator is defined in clear-cut terms:

"Since the Executive Director is responsible to the Governments of the Mediterranean States, under the authority of the Governing Council of UNEP, for the development and implementation of the Mediterranean Action Plan, of which the Barcelona Convention and related protocols are an essential part and for which they will serve as the legal framework for future activities, it is the responsibility of the Executive Director to assure close co-ordination of all elements of the Action Plan in a manner responsive to the wishes of the Parties to the Convention."

Acting in this capacity, the Executive Director designates, to assist him, the necessary staff who are grouped in a small Mediterranean co-ordinating unit working under the supervision of UNEP's Regional Seas Programme Activity Centre (RS/PAC).

2.4 The Regional Activity Centres (RAC)

Besides the central Mediterranean co-ordinating unit linked to the Regional Seas Activity Programme, the Executive Director of UNEP approved the idea of establishing some regional activity centres whenever decentralization of some elements of the Action Plan is desirable, as in cases where immediate national support or a specific geographic location is prerequisite. A Regional Activity Centre can be an entirely new structure, as it is in the case of the Regional Oil Combating Centre in Malta. But it can also be a national institution which is strengthened to assume a regional role, as in the case of MEDEAS at Cannes for the Blue Plan, and the Split Centre for the Priority Actions Programme.

PART II

MEASURES AND PROCEDURES OF IMPLEMENTATION

I THE CONTENT OF THE FIRST PHASE OF THE BLUE PLAN

3.1 The internal characteristics of the Blue Plan

3.1.1 Action-oriented exercise

It should be kept in mind that the Blue Plan has not been conceived as an exercise in the description of the global situation of the Mediterranean Basin as it appears now and an attempt at outlining its probable state some 20 or 30 years hence. Unlike global and regional models, the Blue Plan has as its objective the generation of consistent sets of actions and measures with a view to the safeguarding of the Mediterranean Basin (the Sea and the coastal areas covering the land-sea interface). It also aims at assisting the Coastal States in making the appropriate decisions henceforth in full respect of the cultural and socio-economic objectives of development adopted sovereignly by each country. Accordingly, the approach to be followed should be such as to produce priority actions in cursu and not only at the end of the exercise. On the other hand, actions envisaged or undertaken during the implementation of the Blue Plan should be immediately taken into account by its experts in order to evaluate their impact on the system as a whole. Thus the Blue Plan is not only "action-oriented", it is closely linked to actions decided upon or in the process of preparation. Yet this focus on individual actions must not overshadow, nor lead to the neglect of the global and prospective approach based on the techniques of systems analysis. This approach is essential for the understanding of the genesis of disequilibria and the assessment of the urgency of interventions as well as their chances of success.

3.1.2 National and international aspects

Obviously, the Blue Plan is in essence an international exercise. This characteristic follows formally from the involvement of the coastal states. But it is related to the nature of the problems raised by, or which may arise from, the constant transformation of the Mediterranean ecosystem. Accordingly, the studies should as a rule reflect this care about the system as a whole. Nevertheless, the outputs of these studies, i.e. the sets of co-ordinated actions, should be prepared with a view to decision-making by the national authorities separately or jointly, according to the nature of the problems dealt with.

3.1.3 An open-ended project

Finally, the Blue Plan document describes the subject of the system of studies and the geographic boundaries of the region in broad terms. Deliberately, the exercise is open to further enrichment and/or limitation. The suggestions in this respect may arise from the expert involved in the exercise in the light of preliminary findings, or through the interaction between the different specialized research teams, or during the series of seminars that will take place during the work. The meetings of the Focal Points will be responsible for the refinement, the comprehensiveness and the relevance of the Blue Plan. Inputs from the other components of the MAP, and the wishes expressed by the Coastal States are the other sources of suggestion for improvement.

3.2 A phase of reconnaissance and identification of a first set of actions

3.2.1 The three phases of the Blue Plan

The Blue Plan will be implemented in three phases of unequal length. As will be illustrated in the following pages, the first phase is devoted to the improvement of our knowledge of the present situation in areas approved by the Governments. National institutions, experts and research workers in all the countries should participate actively in this reconnaissance work. During the second phase, the most critical issues revealed by the work undertaken in the first phase will be submitted to in-depth study and analysis. It should yield a number of global studies on development trends in the light of which it would be possible to foresee the problems that might become critical during the coming four decades. Thus, actions and policies can be devised to avoid

aggravation or to deal with it. In the third phase, a synthesis paper will be prepared in order to elaborate conclusions and recommendations helpful to Governments in conducting environmentally-sound and sustained development. These three aspects of the process call for a brief description.

3.2.2 The building-up of a system for studies and actions

There is no need to stress the importance of a work of reconnaissance at the first stage of a project as vast in sectoral and geographical coverage as the Blue Plan. But this work does not imply - as has sometimes been misunderstood - the carrying out of extensive surveys. As a matter of fact, there is a host of available surveys covering entirely or partially many aspects of "environment and development" in the Mediterranean Basin. The reconnaissance activity is less extensive but more comprehensive. It is a process of identification, completion and interpretation and analysis of interrelations.

The identification work concerns:

- (a) Data: Singling out the principal sources of information. Here the most important sources are international organizations (FAO, WHO, ILO, UNCTAD, etc.) which regularly collect from States members comparable sets of information. They also carry out many surveys. Then come the regional organizations, which in some areas perform similar activities. There is no point in asking Coastal States to provide once more what they have already given to intergovernmental bodies, since the Blue Plan team is supposed to have access to these sources. On the other hand, they will be called upon for other data published at home and covering some of the areas considered important for their development or going into more detail than required by the above-mentioned organizations. Moreover, data should be assessed from the points of view of accessibility, relevance and reliability.
- (b) Research: requiring the necessary knowledge of the findings and conclusions of research projects related to the areas of interest for the Blue Plan carried out by both intergovernmental and non-governmental organizations. Publications concerning research are available even for activities taking place outside the United Nations family, thanks mainly to the different regional associations of development institutes. It is also desirable to be informed about ongoing research projects on environment and development. This will avoid duplication and alleviate the burden of the Blue Plan team who should concentrate on assessing findings and conclusions and undertaking what has not been done so far in a satisfactory way.

- (c) Ideas and concepts: the relationships between development and environment is not entirely new in our region. Ideas and concepts concerning alternative development strategies and life styles in vogue in the international development community filtered into most countries. Of special importance in this respect are the recommendations of the series of original seminars sponsored by UNEP in co-operation with the United Nations Regional Economic Commission. Ideas and concepts have to be collected, classified and assessed.
- (d) Actions: survey and assessment of measures, already adopted or in preparation, with a view to securing a sound management of the environment in the region and an evaluation of their impact. Governments have not been inactive in this respect, especially since the Stockholm Conference in 1972.

At the same time, some work should be carried out in order to interpret and complete the information gathered. In fact, none of the surveys, ideas and research projects, had the same scope and purpose as the Blue Plan. Global figures have to be broken down in order to get Mediterranean ones. Retabulation and processing are unavoidable. Information made available by different surveys and research projects can lead to different conclusions more pertinent to the objective of the exercise. Last but not least, many blanks will appear and call for additional work.

Yet, what remains the most important feature of this reconnaissance phase is the study of interrelations existing between all the elements of information gathered. Usually most surveys and studies are carried out either by sector or by country. The interrelations between the different sectors of life, the various activities of man are scarcely submitted to thorough and comprehensive analysis. The right understanding of these interrelations is at the heart of the environment/development problem. Furthermore, in this exercise these interrelations should be analysed at the level of the Mediterranean ecosystem as a whole and not only country by country.

Evidently, none of the above-mentioned information, ideas or actions had the same global approach as the Blue Plan. Hence the need to complete and interpret the knowledge gathered: to break down global figures in order to get Mediterranean ones, to fill in the blanks, to draw from available knowledge conclusions more pertinent to the objective of the exercise.

More important yet is to make the different pieces of knowledge fit together in a system through the study of interrelations between the different activities taking place in the various sectors of life.

3.2.3 The outcome of the first phase

In the light of all that has preceded, the work of the first phase of the Blue Plan will be:

- (a) to lay the foundation of an expanding information system, global in sectoral coverage, but limited geographically to the Mediterranean Basin;
- (b) to provide a preliminary formulation for the environment/development problems in the region; and
- (c) to establish a first set of priority actions to be carried out in a relatively short time.

II WORK DESCRIPTION AND FLOW

The tasks to be accomplished in the first phase of the Blue Plan are interconnected and have to be carried out most of the time concomitantly with special emphasis on one or the other as the exercise as a whole advances. Hence the need for a relatively detailed description of the work and a visualization of its flow. Besides, this description would determine the institutional framework of the Blue Plan, and in particular, its inner structure as will be detailed in Part III.

4.1 Information gathering

The sources of information are in general either international and sectoral or national and geographically limited to individual countries at different degrees of comprehensiveness. Obviously, the compilation of information and its classification in such a way that it becomes more or less ready for immediate use should be the first task in the first phase of the Blue Plan. It is essentially desk work that can take about four months; this of course provided that national and international organizations make available the data they are in possession of willingly and diligently. On the other hand, these data have to be processed in order to retain only those concerning the Mediterranean Basin and ensure the best coverage possible of the region in the most comprehensive manner. Access to computer facilities in the host country and in the United Nations system is indispensable. But

the information gathering will not stop at this point. On the contrary, it has to be pursued up to the end of the first phase of the Blue Plan. As one can easily imagine, several blanks will appear, and many should be filled. On the other hand, the search for new data and up-dating exercises are continuous activities in the national and international organizations concerned. The Blue Plan does not need access only to existing stocks of data, but also to the flow of information from identified sources. The studies to be carried out during this first phase will produce feed-back information into the embryonic system. The endeavour of analysis and reflection will need further processing, a certain number of projections and maybe also some model building. Its results will enrich the information system and make it more pertinent and more meaningful. Finally the survey of surveys, research projects, concepts and policies as well as the qualitative aspects of the environment/development problem cannot possibly be accomplished once and for all in three months.

4.2 The studies

4.2.1 Special kinds of studies

As has been said, it does not make sense to duplicate qualified, specialized, research projects relevant to the Mediterranean and the activities taking place in or around the sea. On the contrary, the Blue Plan must profit from all previous or ongoing endeavours of the kind. What remains to be done is different because it calls for the combination of several elements rarely combined up to date:

- Firstly, the areas to be selected are those identified as loci of reinforcement or conflict between some development practices and the environment;
- Secondly, the studies should focus on the different aspects of the problem in the area concerned: their historical emergence, their present characteristics, the evolution trends that can be detected, the interrelations between the various activities directly or indirectly related to that area;
- Thirdly, the studies are not envisaged as autonomous projects, but rather as parts of one body. Experts working on one area will be initiated into the whole exercise and the main features of all the other areas. In turn, they will be asked to pay special attention to elements detected in each area that have a bearing on other areas. Moreover, they will work simultaneously and keep contact with each other bilaterally or in organized meetings and seminars;

- Fourthly, the experts will be asked to elaborate criteria for evaluation and priority setting and to identify accordingly a preliminary set of actions defined in an operational manner. The total sum of proposed actions for the different areas should be consistent and mutually reinforcing.

4.2.2 Twelve studies

The final list of studies can be established after due consultation with the focal points, and some exploratory work done by the Blue Plan team itself. It has to be approved by its decision-making authority. Yet, it is quite reasonable to say that, given the time and financial constraints, twelve studies will be enough. In the light of what has been suggested by the authors of the Blue Plan Document and during the various intergovernmental and experts' meetings, a preliminary list may be established and submitted to the forthcoming meeting of focal points decided by the Intergovernmental Review Meeting of Mediterranean Coastal States and First Meeting of the Contracting Parties to the Convention for the Protection of the Mediterranean Sea against Pollution and its related protocols (Geneva, 5-10 February 1979). In annex I there is a suggested preliminary list of twelve studies.

4.2.3 Experts and terms of reference

One of the main novelties in the Blue Plan is the so-called "binary principles" by virtue of which each study will be entrusted to two experts at the same time: one from the OECD countries, and the other from Third World countries - belonging to the Mediterranean region, it goes without saying. Some further clarification regarding this novelty seems necessary. In the first place, it is important, notwithstanding the nationality, that both experts have knowledge and experience beyond their respective countries and a certain familiarity with the problems related to development and environment in both industrialized and developing countries. Secondly, the two experts should work in close contact and present a joint report or confront their reports in order to express distinctly the points they agree upon and the points of divergence and the extent of disagreement. The good formulation of the terms of reference for each study may come to be more decisive than the selection of experts, given the special characteristics of the Blue Plan. Let us take for instance a study on "Industrial Growth and Industrialization Policies". The experts in this case should address themselves to issues such as:

- the present industrial geography of the Mediterranean Basin. Not as simple description but with a view to revealing the factors that have commanded the kind of industries, the choice of technologies, the location of plants; and who took the

decisions in all those respects, and to what extent the actors behaved in full awareness of the consequences of their decisions or by sheer inertia;

- the impact of existing industries on the environment, the analysis of externalities and their social costs in terms of resource use and of environment degradation;
- the untapped resources and why they have so far been neglected;
- the resources subject to competition between industry and other human activities, and the identification of points where threats to the environment require urgent action;
- trends of future evolution as they are explained in industrial plans of the States and the enterprises, or as they can be deduced from previous evolution or the interplay of market forces; and the impact these trends might have on the environment;
- the role of industry in urban concentration and the issues of balanced regional (sub-national) development and the rational use of space;
- industrial labour and problems of employment and workers' migrations;
- types of industrial products and their impact on life styles and socio-cultural values;
- balances and imbalances between industrialization and rural development, etc.

4.3 An integrated exercise

4.3.1 Co-ordination and synthesis

As has been clearly stated when considering the environmental management component of the Mediterranean Action Plan, socio-economic aspects should be dealt with according to the principles of integrated planning. The data-gathering, the twelve studies, the analysis and reflection, the formulation of a consistent set of recommendations for actions... all are aspects of a single exercise. This fact calls for the setting-up, before the work starts, of a nucleus of consultants that ensures the unity of the exercise up to the end of the first phase. This is what came to be called, after the elaboration of the Blue Plan Document, the "Group of Co-ordination and Synthesis". Here in

fact, we have two distinct functions that will have the better chances of success when performed by one organ. The first is the function of supervision similar to that entrusted usually to a research project director and a steering committee. The second function consists of substantive work, drawing on the knowledge and experience of the group.

4.3.2 Supervisory and substantive functions

A. Supervision of the whole exercise

The professional and scientific responsibility of conducting the Blue Plan is in the hands of the Group of Co-ordination and Synthesis. The "low key" denomination does not fully reflect all its heavy responsibilities nor the extent of its authority. Within its global mandate, it will inter alia:

- decide on the relevance and reliability of data and see to their meaningful use in the exercise;
- advise the Executive Director of UNEP in the selection of experts;
- organize seminars before and after each study and select the participants;
- keep in contact with each expert for follow-up and guidance;
- ensure the accomplishment of the first phase within the timetable decided upon with due assistance from the administration of the Blue Plan.

B. Substantive work

The Group of Co-ordination and Synthesis will have substantive tasks to accomplish, namely:

- to design and start the building-up of a network of information concerning environmental management in the Mediterranean Basin;
- to prepare the detailed terms of reference for the twelve studies to be undertaken in the manner described above;
- to cover certain aspects of the problems that cannot be adequately treated in any of the studies: technological innovations, political sensitivities, common cultural heritage and diversities in the region, etc;
- to see to the use of the methodologies of systems analysis and prospective approach in the exercise;

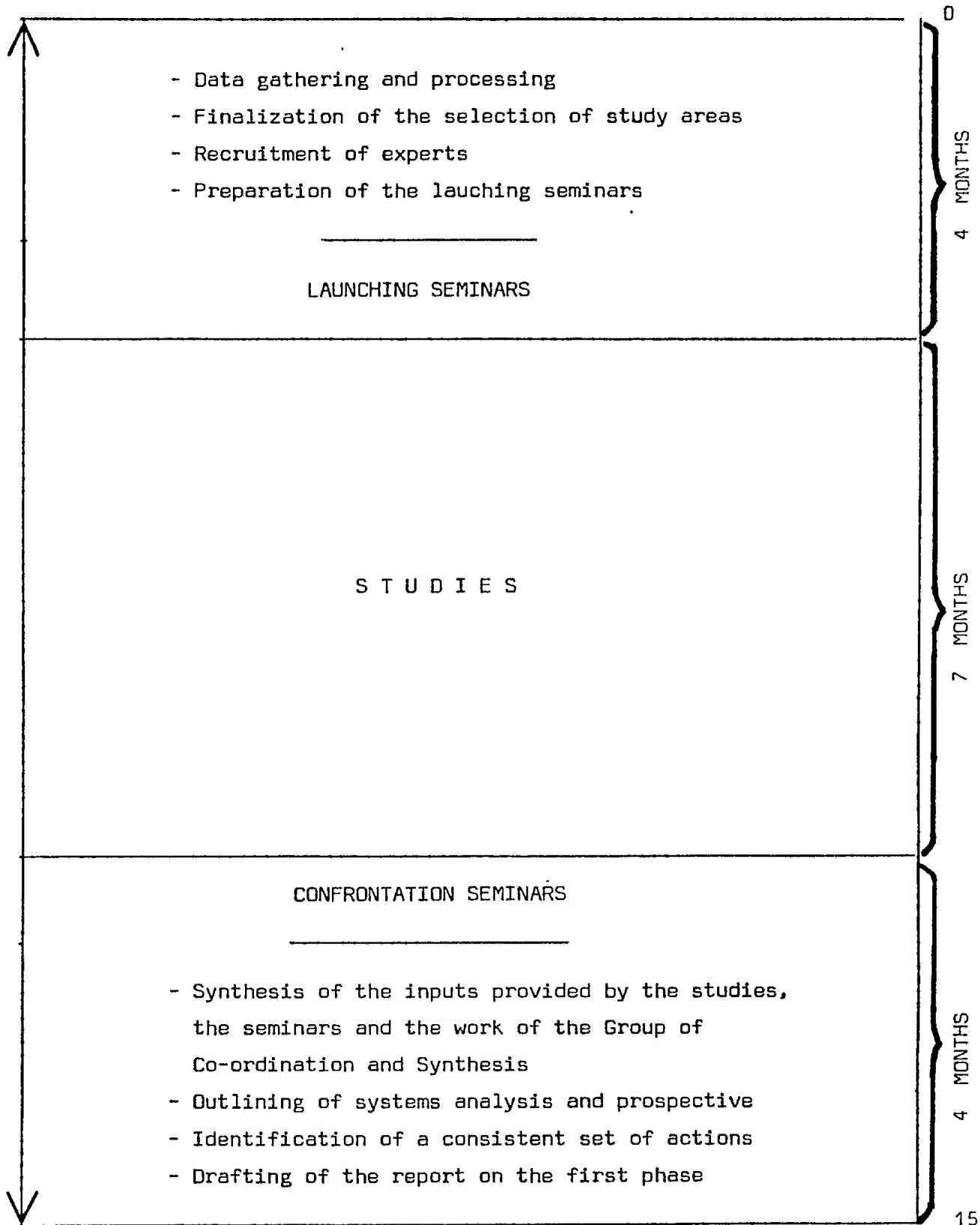
- to ensure a permanent dialogue with the experts and between them aimed at the strengthening of the multi-disciplinary character of the exercise;
- to involve some experts from outside the team in the seminars;
- to reflect constantly on the global character of the problem as the expert reports, findings and recommendations come in;
- to assemble, in the light of the synthesis it will reach, a first set of actions to be recommended, and also areas for future studies;
- to prepare the report on the first phase of the Blue Plan.

4.4 Flow chart and time-table

It has already been said that the first phase of the Blue Plan can be accomplished in one year roughly divided into three periods; four months for data gathering, seven months for the studies and four months for the preparation and drafting of the final report; the Group of Co-ordination and Synthesis being at work from start to finish. This implies that all necessary financial and administrative arrangements are settled beforehand, so that the work can flow without exogenous obstacles. The flow chart of the work can be visualized thus:

- finalization of the contract with the host institution for the establishment of the Blue Plan RAC.
- Transfer of funds to the RAC.
- Recruitment of the Head and Members of the Group of Co-ordination and Synthesis.

The Group of Co-ordination and Synthesis at work (15 MONTHS)



III INSTITUTIONAL FRAMEWORK

5.1 A light ad hoc structure

One idea has to be dismissed from the outset : that of analogy with standing international organizations - within or outside the United Nations system - with general assemblies, governing bodies and Executive Directors. The Blue Plan is nothing more than an action oriented research project. Its comprehensive scope and international coverage do not affect its nature; they call only for light and flexible institutional arrangements to facilitate the flow of work and alleviate administrative and financial procedures. Furthermore, the Blue Plan is the major exercise in the environmental management component of the Mediterranean Action Plan. It does not stand by itself. Accordingly, it has to fit within the broader institutional framework of the MAP and benefit from the facilities this framework provides. The structure described below follows closely the principles and concepts already approved by the Governments and summarized in Part I of this paper.

5.2 The top authority

The UNEP Executive Director has been entrusted by the Mediterranean coastal states with the task of overseeing the implementation of the whole MAP. The Blue Plan being the major exercise in the environmental management component of the MAP, it is quite natural that it will be placed under his supervision. He is responsible to the Governments for conducting the Blue Plan and will present its final report to the Intergovernmental Meeting together with his own comments. It is true that at Split, the Governments welcomed the offer of France to host the functional sub-unit of the Blue Plan which would be responsible for the technical implementation of this project under the overall supervision of UNEP. The "Centre d'Activités Environnement-Développement en Méditerranée, MEDEAS, at Cannes, has been designated accordingly to serve as the Blue Plan Regional Activity Centre (BP/RAC).^{9/} But this means that the UNEP Executive Director will commission MEDEAS by contract to administer the project under his supervision and on the conditions he deems appropriate. As is usual in such contracts, he will retain the authority to decide in particular on the following:

- recruitment of the Head and members of the Group of Co-ordination and Synthesis after due examination of the candidatures submitted by the Governments;

- recruitment of the experts from the list of candidates proposed by the Governments after consultation with the Group of Co-ordination and Synthesis;
- authorizations for transfer of funds to MEDEAS;
- taking appropriate action on matters that arise from progress reports transmitted to him from the Group of Co-ordination and Synthesis and reports on financial and administrative matters from the Administrator of MEDEAS;
- contacting Governments whenever necessary.

5.3 The Group of Co-ordination and Synthesis (GCS)

In the light of its functions as spelt out before, the general characteristics of the GCS are easy to imagine, but rather hard to fulfil. Yet no effort should be saved in the search for the best possible composition, given the decisive role of the group for the success of the whole exercise.

5.3.1 Characteristics

The composition of the GCS should reflect the following characteristics:

- a very limited number of consultants, in order to enable it to become really a group of reflection and joint endeavour, and also with a view to reducing costs;
- the consultants as a group should ensure the much needed multi-disciplinarity to the highest possible degree;
- they should show proof of sound practical experience in addition to their academic qualifications;
- as a general rule, they will be part-timers, since the amount of work they would have to do would not take up all their time during the whole of the first phase, while it might be useful for the Blue Plan itself if they continued some of their other activities;
- they will have the status of consultants and not that of international civil servants nor of MEDEAS employees;
- the principle of equal representation of the two groups of Mediterranean countries will be respected;

- the GCS will be headed by an International Co-ordinator selected for his outstanding knowledge and experience and regardless of the "binary principle".
- members of the GCS will keep in permanent contact with each other, arrange the time-table of their periodic or ad hoc meetings and organize the appropriate division of tasks.

5.3.2 Composition

In practice, the GCS can be effective with six members plus the International Co-ordinator. In the composition of the GCS, a broad spectrum of knowledge and experience should take precedence over advanced specialization. Members of the group must show some understanding of issues relating to most areas under study, and not only that of their own particular academic specialization; otherwise it would be rather hard for the group to develop the common language necessary for a multidisciplinary and comprehensive approach. On the other hand, narrowly specialized studies are abundant; they will be surveyed and utilized. The study projects of the Blue Plan will provide a kind of bridge between professional specialities and the work of synthesis and prospective. Two more features in the composition of the GCS are desirable. First, preference should go to those who know more than one country in the region. Second, other qualifications being equal, preference should go to those with imagination who are prepared to make bold innovations. Two shortcomings have to be carefully avoided. The first is to have a group of economists, even if they are "development economists". The second is to have people of identical background. Multidisciplinarity would be best achieved, if the individual members could show proof over and above their quality as "generalists", of a background in the following areas:

- (a) Industrial policies and industrialization strategies, including practice in the formulation of policies and strategies, choice of technology, plant location, intra-industry relations, as well as intersectoral relations. Such a background can be found in the higher levels of Ministries of Industry, international organizations and good consultant firms. Preference should go to those who can also offer some knowledge of mineral resources and energy. Industry is a major component of modern development and its bearings on environment are the most feared.
- (b) Land and water use or agriculturist very familiar with irrigation problems, or again, an hydraulic engineer very familiar with agriculture. Practical experience in rural and/or regional development (including land reclamation) will be most welcome. This combination is justified by the

fact that agriculture in many Mediterranean countries makes a very considerable demand on water resources, and at the same time, it is the vital sector for the solution of the food problem. Furthermore, major irrigation projects and some agricultural practices have serious environmental consequences.

- (c) Demography, anthropology and sociology, preferably including a knowledge of health problems. Previous work on population movements and their causes will be an additional advantage. The impact of man on the environment will depend greatly on the total number of the Mediterranean population, their age pyramid and their occupations and forms of settlement. Migration to the region or out of it, as well as rural-urban migrations and the overgrowth of some urban centres into "megalopolises" do not leave the environment unaffected. Furthermore, social attitudes, value systems and life-styles are of obvious relevance to this exercise.
- (d) Science policy and technological research, preferably including some interest in education. Obviously, the quest for alternatives presupposes the ability to assess technologies and the awareness of the delicate and intricate problems of designing a policy for science, technology and education. Out of inertia, people tend to take current practices for granted, and in all areas of study as well as for the synthesis, the GCS will now and again need to question many of these practices and look for possible alternatives. Hence the central role of this consultant.
- (e) Cross-cultural relations with a special interest in tourism and preferably also in workers' migrations (including "brain drain"). The central idea here is to analyse the dynamics of styles of life and their impact on development choices as well as on the physical and cultural environment. A knowledge of the basic notions of the economics and sociology of tourism can be an additional qualification.
- (f) Statistic-econometrics and computing, including model building and projections. This consultant will work very intensively during the data-gathering period. Then he will continue the building-up of the information system, assist the experts, and check the mathematics of the reports, pull together data from the twelve studies, and carry on the econometric and mathematical work of the group. He has to be familiar with the computing facilities available to the group, as well as with the United Nations data system in Geneva.

5.3.3 Division of tasks

Within the GCS, the International Co-ordinator will be the chairman keeping an overall view of the progress of the first phase of the Blue Plan as a whole and in detail. He will be responsible for this task and should report to the UNEP Executive Director. Yet he need not be present at Cannes all the time, because the administrative tasks of the "project director" will be performed by the Administrator of MEDEAS.

The consultant with an econometric and statistical background will be the only full-time member of GCS, since there will be enough work for him. He may also act as executive secretary to the group and remain in close contact with the International Co-ordinator. The latter may delegate specific, follow-up tasks to him.

The other members are supposed to supply as many man-months (at Cannes, at home or in travelling) as the work might require. The GCS will decide collectively on the division of work among its members according to the needs of the exercise and the convenience of each member. It should be borne in mind that they are high-level consultants whose contribution can be secured only through flexible procedures.

5.4 The National Focal Points

5.4.1 A gathering of experts from all participating countries

In such an international exercise, the active participation of nationals of the countries covered, working in their natural environment, is not only a political requirement, but is also instrumental from the technical point of view. Basically a National Focal Point is the link between the country and the region as far as the Blue Plan is concerned. But it is a professional link and not a formal (diplomatic) one. To be sure, it is desirable that, if no single institution within each country is in charge of a focal point job for all parts of the MAP, regular co-ordination between the different Focal Points should take place. It will be better also - as has been suggested - if the person acting as focal point has some institutional base. Finally, it is essential that this person has access both to information sources and policy-making bodies in the country concerned. Nonetheless, the main qualification remains his professional involvement in at least one of the areas covered by the Blue Plan and his willingness to devote some of his time and energy to this exercise. Thus, the meetings of the Blue Plan National Focal Points will be primarily gatherings of

experts from all participating countries. In fact, in the entire system of the Mediterranean Action Plan, decisions belong to Governments individually or through their representatives gathered together in Intergovernmental Meetings and to the UNEP Executive Director within the limits of his mandate. There can be no multiplicity of decision-making centres in matters that touch upon Government prerogatives.

5.4.2 The meeting of National Focal Points

The National Focal Points are to contribute greatly to the good conduct of the Blue Plan. They have to be associated with every stage of the work. Their intervention will be most valuable in:

- Identification of sources of information, surveys, research projects, debates and ideas, in particular those taking place in individual countries without much publicity abroad.
- Discussion of the areas selected for studies and the definition of the substantive and geographical coverage of each study.
- Discussion of terms of reference for each pair of experts.
- Providing advice on leading experts and institutions eligible for participation in the project.
- Commenting on the output of the studies.
- Contributing to the building-up of the information network.

For financial and other reasons, full meetings of the National Focal Points cannot become a current practice. A first meeting has been decided on by the last Intergovernmental Meeting of the Mediterranean Coastal States which has given it a specific mandate and special powers. In paragraph 14/ii of its recommendations, the aforementioned meeting "invites the Executive Director of UNEP, in his general co-ordinating role, to convene and organize a meeting of National Blue Plan Focal Points as soon as feasible...". In paragraph 15, the Executive Director is asked to prepare for this meeting the necessary operational documents... These documents should include:

- (i) a description of surveys within the framework of the first phase of the Blue Plan;
- (ii) the methodology to be followed, taking into consideration existing bodies of data available from the specialized agencies of the United Nations system, from national governments and other national and international organizations;

- (iii) a definition of the role of UNEP and of other specialized agencies of the United Nations system, of the Blue Plan Regional Activity Centre (BP/RAC) and the national focal points as representative of the Governments in supervising and co-ordinating the initial phase of the Blue Plan;
- (iv) proposals concerned with certain financial and institutional arrangements, linked to the implementation of the Blue Plan, including contributions in kind and services from Governments, the EEC and United Nations specialized agencies.

In view of the special agenda of this meeting and the fact that the focal points will act on this occasion as representatives of their Governments in supervising and co-ordinating the initial phase of the Blue Plan, the Intergovernmental Meeting explicitly delegated authority regarding these matters to the forthcoming meeting of national focal points. Paragraph 16 says: "The Meeting of the Blue Plan focal points mentioned under paragraph 14/ii will be empowered to adopt, complete or modify the proposals which will be submitted to it in order to facilitate the initiation of the first phase of the Blue Plan..."

The present document is an attempt to clarify the issues raised at the Intergovernmental Meeting and is submitted accordingly to this special meeting of the focal points, a meeting expressly convened for this purpose with appropriate powers of decision. There should be at least two full meetings of national focal points: one at mid-term and the other to discuss the first draft of the final report.

5.4.3 A continuous process of consultation

Blue Plan National Focal Points should be closely associated otherwise than through full meetings. What is desirable is to set up a continuous consultation process between them and the GCS. They are invited to suggest, propose and provide data and ideas at any moment. All documents prepared in the framework of the project should be sent to them for comments and suggestions. The experts in charge of the studies may contact them whenever necessary. They will participate in the seminars according to their interests and specializations. They may be invited individually, or by groups, for consultation on specific or subregional topics, etc... They are, moreover, expected to check information concerning their respective countries. 10/

IV LOCATION

The "Centre d'Activités Environnement-Développement en Méditerranée" (MEDEAS) has been designated as the Blue Plan Regional Activity Centre (BP/RAC). Once the appropriate project document between UNEP and MEDEAS is signed, it is essential to the accomplishment of the exercise that all the logistics of the Blue Plan be centred at Cannes. It is there that the meetings of the GCS should take place, as well as the working meetings, unless the interest of the work makes it important to hold a meeting elsewhere. The professional and scientific management is the responsibility of the GCS. But the administration and finance should be taken care of by MEDEAS. With delegation of authority from the UNEP Executive Director, contracts with consultants and experts, travel authorizations, communications, etc... should be handled by MEDEAS in conformity with the usual rules and subject to auditing. This procedure is in line with what the Executive Director of UNEP has repeatedly expressed concerning the role of UNEP as co-ordinator and catalyst.

V INSTITUTIONAL LINKAGES

6.1 Within the framework of the MAP

Part and parcel of the body of activities of the Mediterranean Action Plan, the Blue Plan will be under the supervision of the Executive Director of UNEP who reports to the Intergovernmental Meetings and Meetings of the Contracting Parties to the Barcelona Convention, the decision-making authority that issues directives. On the other hand, it is essential to have a regular flow of information between the environment assessment activities (the MED POLs) and the Blue Plan. The Priority Action Programme Regional Centre works on matters relating to environment management. This has led the last Intergovernmental Meeting to wish for the establishment of an organic link between the BP/RAC and PAP/RAC. Such a link can be created by the invitation to a representative of each of the two RACs to attend the important meetings of the other. Meanwhile, the regular exchange of information, documentation and views is imperative.

6.2 With the United Nations specialized agencies

From the outset, the Blue Plan was conceived to make use of the work accomplished by the United Nations specialized agencies. The point has been clearly expressed in the Split

recommendations. Two practical issues have since been raised: first, in practice, the linkage can be made in an effective manner; second, what can be considered as contribution in kind by those agencies.

On the first point, the most operational way would be for the head of each agency to appoint one of his staff members as a liaison officer for the duration of the Blue Plan exercise (or at least its first phase). The liaison officer should attend the Blue Plan national focal point meetings and regularly receive information and documentation from the GCS. He may be called for consultation and can advise in the selection of studies and choice of experts. To play a significant role, he should have access to all the divisions of his agency and the authority to provide the Blue Plan with data available at any of them even before these data are published.

As for the contribution in kind, only services that can be calculated in man-month terms can fall under this denomination. The stock of information existing at any agency is in principle for public use and not for sale. Accordingly, such information cannot be accounted as a contribution in kind. One example where a contribution in kind is easy to grasp is the case of a research project launched, or about to be launched, by an agency and which has to be expanded with a view to obtaining outputs specially asked for by the Blue Plan. In such a case the cost of additional manpower and other expenses are contributions in kind. The time devoted by the liaison officer to the work of the Blue Plan can also be accounted for. The same applies to computing or printing facilities, etc. Early decisions in this respect are essential, since the data-gathering component will depend heavily on the flow of information from these organizations.

6.3 The United Nations Regional Economic Commissions

Besides the specialized agencies, there are three United Nations Regional Economic Commissions that should take an interest in the Blue Plan and more generally in the MAP. The Economic Commission for Europe has already shown interest. It is important to involve both ECWA and ECA. Each Executive Secretary should be invited to appoint a liaison officer to co-operate in the implementation of the Blue Plan along the same lines as described for the specialized agencies.

6.4 The regional organizations

The EEC is already a partner in the MAP exercise. It would be most desirable to invite the Organization of African Unity and

the League of Arab States to play a more active role in the MAP than in the past. The political origins of these two regional organizations must not overshadow their economic and social activities. The League of Arab States has a set of specialized agencies corresponding to those of the United Nations. The OAU organizes ad hoc meetings for African Ministers in almost all sectors. Contacts with regional organizations with regard to their participation in the Blue Plan should be initiated by UNEP.

The real success regarding the involvement of international and regional organizations would be achieved if the liaison officers are designated in time to attend the forthcoming meeting of National Focal Points. This gathering would then be able to explore all possible inputs and to publicise the Blue Plan as a "project in which Governments, United Nations, intergovernmental and non-governmental organizations co-operate" 11/.

FOOT NOTES

- 1/ Those who are very familiar with the Blue Plan could, if necessary, overlook the First Part. On the other hand, once this document is adopted (after due discussion and amendments) by the Second Meeting of the Blue Plan Focal Points, it might be desirable to have it published, together with the documents which make up the legal framework of the exercise, in a separate publication for reference purposes for those who will be called upon to participate in the implementation of the project.
- 2/ Paragraph 1/3 of the Action Plan. See: Report of the Intergovernmental Meeting on the Protection of the Mediterranean, Barcelona, 20 January- 4 February 1975, UNEP/WC.2/5, annex.

- 3/ See: Report of the Executive Director of UNEP on the Implementation of the MAP for the period 1975 until December 1978, UNEP/IG.14/4
- 4/ Report of the Barcelona meeting, op. cit.
- 5/ Report of the Executive Director of UNEP, op. cit., annex, p. 2.
- 6/ Sometimes it is called in English, "future-oriented research".
- 7/ Report of the Intergovernmental Meeting of Mediterranean Coastal States on the "Blue Plan", (Split, 31 January-4 February 1977), UNEP/IG.5/7.
- 8/ Report of the Executive Director, op. cit., annex IV, p. 4.
- 9/ Report of the Executive Director, op. cit., annex II, para. 9
- 10/ A reminder: the Intergovernmental Meeting at Split settled very clearly the competence of the different bodies in a single paragraph which reads as follows:

"Organizational principles

28. The Meeting agreed to ask the Executive Director to follow the following principles in organizing the work of the Blue Plan.
 - 28.1 The designation by each Government of a national focal point will help to ensure that Governments effectively control national contributions and Governments are therefore invited to designate a focal point. Blue Plan activities should be carried out through the network of such focal points.
 - 28.2 The national focal points designated by Governments will facilitate the co-operation with national institutions and experts.
 - 28.3 Governments' review and direction of the implementation of the "Blue Plan" will be facilitated by a regular intergovernmental meeting to be convened for this purpose. Such meetings should be prepared as appropriate by experts' consultations.

- 28.4 Constant links with international and other organizations should be maintained by UNEP who will make valuable use of expertise, experience and data which they can contribute.
- 28.5 Basic information which is required must be clearly defined to ensure useful collection and exchange. National focal points can facilitate access to this information. An information system co-ordinated with existing international plans is an essential part of the Blue Plan activity in order to ensure the compatibility of information."

11/ Report of the UNEP Executive Director, op. cit., annex II, para. 6.

Annex I

A PROPOSAL FOR TWELVE STUDIES

While it is necessary to have the Governments' approval for the study areas, it would run against the nature of the Blue Plan to describe them in detail and prepare the appropriate terms of reference for each study in consultation with the national focal points. This will take place during the period of four months devoted mainly to data gathering. The inflow of available data will enable the GCS to orient the studies more closely towards the relatively unexplored areas. Experts gathered in the launching seminars will contribute much to making the terms of reference more precise. Accordingly, any list of studies adopted at the forthcoming meeting of National focal Points, should be considered as preliminary, binding only for the number of studies and their broad coverage. Flexibility for further choices should be left to the GCS, since this is part and parcel of its job as has been defined above.

From another point of view, it should be kept in mind that the studies are not sectoral, nor even cross-sectoral. They have a "diagonal" character, each one running along a given axis around which several, different and often competitive activities are located in actual life.

Accordingly, the study areas will be identified rather than fully described.

1. Land-marine systems and sub-systems

The identification and use of sea resources do not take place sporadically nor separately. In fact, each resource and its various uses are usually linked to some coastal settlement or function and thus form a system including, in many cases, sub-systems. This is obvious in the case of navigation, since marine transport is a system of harbours, ships, people and commodities, and sea routes, selected with a view to minimizing climatic and sea hazards. The same approach applies to fisheries and mineral resources, rivers-sea relations, etc... The main objective of the study is to show to what extent these systems are optional, conflicting or can be harmonized.

2. Water resources, competitive uses and food priority

A great part of the Mediterranean Basin is arid or semi-arid. Elsewhere the precipitations are rarely abundant. Hence the need for a good survey of water resources and uses in the region. Among the competitive uses of these relatively limited resources, agriculture emerges as a major priority, mainly in order to secure food. Agricultural expansion calls for a survey of arable land. It often relies on irrigation. The impact of important irrigation projects on the environment has to be assessed in order to be minimized. Desertification has always been either a threat or a real calamity in this region. The study must deal with this issue too. The main objective here is to show how to introduce radical increases in agricultural production, while avoiding practices whose negative impact on the environment might compromise this growth in a few decades.

3. Industrial growth and industrialization strategies

Described in the main document, c.f. 2.2.3.

4. Energy, old and new

Any type of development requires the use of energy. In a situation of world energy crisis, it is necessary to see where the Mediterranean region stands. An inventory of available conventional sources is easy to establish. What is much more interesting is to examine alternative uses on the one hand, and to explore the potentialities of new sources of energy on the other. Special attention has to be paid to renewable sources and to sum up the state of the art in this respect. Also, the impact of the use of new sources of energy on technology, production and societal choices should be contemplated.

5. Population and population movements

This study should include global numbers, vital statistics, age pyramids, education, and professional occupations. It would reveal on the one hand the common features if any, and the classification of the region's population according to different relevant criteria. On the other hand, population both as a potential for development and as pressure on the environment is a central phenomenon for the whole exercise. The study should also address itself to population movements at three levels: within the individual countries, among Mediterranean countries and in-and-out of the region. This study will be of much help for the design of future co-operation among coastal states.

6. Space use, urbanization and rural development

Space is a resource in itself. Yet it is usually far from being optimally used within and among nations in any given region. The Mediterranean Basin is no exception. Imbalance between urban and rural development is a common feature in all Third World countries. Industrialized nations did not avoid striking discrepancies among the regions of the same country. Regional development and regional planning are on the agenda everywhere. What is the situation in our region in this respect? In the meantime, urban centres, and in particular capital cities, are growing at high rates creating unmanageable problems for many municipal and national authorities. What is the situation and what solutions are proposed? On the other hand, rural-urban migration, unjustified by development requirements, contributes to the stagnation, if not the decline of the countryside. How can rural areas develop in a way that enhances the overall national development, raises the standard of living of the rural population and reduces the negative impact of poverty on the environment? The study would consequently deal with the issues of human settlements, the protection of historical sites and national parks, the regional (sub-national) planning for the location of different activities, etc.

7. Tourism

In some respects, tourism falls under population movements, since they include temporary and seasonal displacement. But given the exceptionally great numbers of tourists in the Mediterranean, a study has to be devoted to this topic. Naturally, it will cover the numbers, the seasons, the countries of origin and the main areas attracting tourists so far. More important yet is the assessment of the impact of the global movement on the environment. The specific use of this "population" of tens of millions each year has to be analysed. The exact role of tourism in development must be examined, as should the tourist's attitude in the host region or country. Finally, alternative forms of tourism should be considered.

8. Intra-Mediterranean economic relations

This study is not a simple analysis of trade flows between the countries of the region: it would cover the whole set of economic exchanges. It will show the place of Mediterranean exchanges within world trade, their importance for the economy of each country, and the trends of the last three decades and the prospects. This of course, cannot be done regardless of the political aspects. States of the region belong to different groupings of countries. Very relevant to the exercise is the fact that some countries are members of the OECD (usually referred to collectively as the North) while many others are members of the Group of 77 (the so-called South). It would be quite an achievement if the study can find ways and means of furthering intra-Mediterranean co-operation. Thus, the Mediterranean, which has for hundreds of years been a link rather than a border, would provide a good example for North-South negotiations.

9. Transport and communications

Economic and cultural co-operation call for adequate systems of transportation and communication. The study would undertake a survey of existing systems, and assess their effectiveness. Projects under consideration or envisaged come under this study. Then the main objective will be how to improve means of transport and communication without serious threat to the environment.

10. Cultural heritage and cross-cultural relations

The unique character of the historical cultural heritage of the Mediterranean, often considered as the cradle of some of the world's greatest civilizations, is more often proudly mentioned than carefully preserved. This applies not only to physical sites and constructions but also to some life-styles and value systems, and even some art expressions. The study is aimed at pointing out the cultural features common to all or most Mediterranean people. At the same time, it would give equal importance to the distinctive cultural characteristics of various countries or groups of countries. More important is to throw light on the processes of cultural change taking place and how they are viewed by the people. Since the time of the preparation of the Stockholm Conference, it has been clearly stated that environment does not equate with nature; socio-cultural environment is important both for its own sake and for its bearings on nature.

11. Environmental awareness

The care about environment is not exclusively a matter for public authorities. If the people at large are not aware of the issue they might press the Government in favour of less environmentally-sound development options. Moreover, the day-to-day behaviour of the individual may endanger the environment as much as any polluting industry. Hence the crucial interest in raising the awareness of the public. The study has to survey and analyse the state of information on, and education in, environmental issues as well as non-governmental activities in the field of environmental protection. The influence of both great wealth and absolute poverty in this regard is of great importance. How people react to both contributes to the shaping of social attitudes and life-styles. Awareness of their environmental consequences might help in designing better development strategies. Like all the studies, this one should underline the existing trends and the merging tendencies, and suggest the ways and means of heightening public awareness.

12. Impact of non-Mediterranean influence on the Mediterranean Basin

The Mediterranean Basin is not under the full control of its inhabitants. Some of its resources are exploited by others (energy, the sea, minerals...). Fashions conceived elsewhere influence life-styles. Population movements deprive the region of a part of its human wealth (the "brain drain", for instance) and inflict on it the burden of tourism (despite the immediate economic returns)... It is out of the question to isolate the region from the outside world in an era of growing interdependence. But it would be useful to establish a kind of balance-sheet of all those relations and to show up inequalities and propose paths that might lead to more balanced relations, whenever necessary.