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**MEDITERRANEAN ACTION PLAN**

13<sup>th</sup> Ordinary Meeting of the Contracting Parties to  
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**THE FUTURE OF MAP ACTIVITIES IN THE FIELD OF  
INTEGRATED COASTAL AREA MANAGEMENT (ICAM)  
AND COASTAL AREA MANAGEMENT PROGRAM (CAMP)**



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# **THE FUTURE OF MAP ACTIVITIES IN THE FIELD OF INTEGRATED COASTAL AREA MANAGEMENT (ICAM) AND COASTAL AREA MANAGEMENT PROGRAM (CAMP)**

## **An Outline of a Strategy**

### **1. Background information**

Over the past decade, after the 1992 Earth Summit in Rio, the Mediterranean countries have strengthened their efforts at changing the hitherto unfavourable trends of coastal development, and oriented themselves towards sustainable development, first at the regional level, and later at lower, national and local levels. After the Agenda 21 has been adopted in Rio, the MedAgenda 21 attributed great importance to Integrated Coastal Area Management (ICAM). With the 1995 Revision of the Barcelona Convention the term “coastal areas” was introduced into the text of the Convention, and ICAM has become one of the principal components of the accompanying action programme. With its CAMP projects (in the past decade there have been more than ten projects implemented), MAP provided a strong impulse to the local efforts at establishing ICAM as an efficient tool for the sustainable development of coastal areas.

The Mediterranean Commission for Sustainable Development (MCS D) has attributed a very high priority to the sustainable management of coastal areas. The MCS D recommendations, adopted by the Contracting Parties in 1997, clearly targeted the most important issues relevant to the coastal areas, namely: institutions, legislation, information, implementation tools, concrete demonstration projects, and public participation. The institutional set of recommendations clearly calls for the creation of a strategic view on coastal issues at all administrative levels in the region. Although six years have passed since the adoption of these recommendations, they still remain valid and a lot of work has to be done to make the improvements in coastal areas of the region visible.

The “White Paper on Coastal Zone Management in the Mediterranean”, published and widely distributed in 2000 by PAP/RAC, is an attempt at keeping the coastal issues in the focus of interest of the relevant stakeholders in the region. It is intended to stimulate a debate around issues and policy options aiming at the promotion of Integrated Coastal Area Management as a tool for sustainable coastal development in the Mediterranean. It is “proactive” in nature, because it attempts to revise the processes and implementation of development policies in the Mediterranean countries, and proposes some solutions and strategic directives for regional organisations such as MAP, but also for national and local authorities.

At the meeting of MAP and RAC Directors in Delphi in July 2002, the strategy of MAP on coastal zone management was discussed. A decision was made that MAP should focus on development and implementation of its own strategy on coastal zone management. The meeting also concluded that there was no mandate given by the countries to MAP to develop a regionwide, more “political” strategy on coastal zone management, and that even if there was one, the implementation of such a strategy would go well beyond the capacities and mandate of MAP.

The Bureau of Contracting Parties discussed, at its meeting in Monaco in October 2002, the issue of the Coastal Area Management Programme (CAMP), as a major element of implementation of ICAM in the Mediterranean. The Members of the Bureau endorsed the continuation of Coastal Area Management Programmes, which represented for beneficiary countries a unique opportunity to take advantage of expertise of all MAP components in the

field. It was also decided that the Secretariat would prepare a document of a political nature on the overall vision of Coastal Area Management Programmes.

Finally, the National Focal Points of PAP, at their meeting in Cavtat in May 2003, endorsed the Bureau's decision. They have recommended PAP/RAC to continue these efforts and to include in the preparation and implementation of that document as wide as possible group of regional stakeholders. This might be a somewhat lengthier process but the obvious benefit would be its wider acceptance and improved chances for its effectiveness. The document should have a strategic dimension including the vision, action programme and monitoring. Also, the meeting recommended that CAMP be analysed in the context of ICAM because it is only a MAP tool for the promotion and implementation of ICAM.

## **2. Context for the MAP Strategy: State of the Mediterranean areas**

In spite of numerous efforts and considerable improvements in the last two decades, the Mediterranean Sea and its coastal areas are still exposed to significant pressures from a range of socio-economic driving forces. In 2000, the population of the Mediterranean coastal states was approximately 430 million, while the Blue Plan forecasts that it might exceed 520 million in the year 2025. Most of this growth will be concentrated around southern and eastern rims of the region. In 1995, there were about 140 million inhabitants in the Mediterranean coastal regions (34% of the total in Mediterranean countries). Coastal population projections for 2025 show that it might grow to between 160 and 210 million inhabitants.

In the 1980s and early 1990s, urbanisation intensified, mainly around major port areas and urban agglomerations, with the urbanisation rate growing from 62% in 1995 to 72% in 2025. It is estimated that the population of Mediterranean urban agglomerations above 10,000 inhabitants will grow from 274 million in 2000 to 378 million in 2025. Coastal urbanisation has significant environmental consequences such as: spatial polarisation; rising demand for key resources and conflicts of use; physical degradation of resources; pollution threats to the sea; and pollution risks to urban areas.

The Mediterranean is the world's prime tourist destination, with 218 million arrivals in 2000. The carrying capacity of many tourist destinations has been heavily exceeded reducing, as a consequence, their attraction and endangering their very survival for tourism. The Blue Plan forecasts show that in 2025, the region might expect the arrival of up to 350 million tourists.

Maritime transport, particularly the transport of crude oil, creates an enormous risk in the Mediterranean. It is estimated that, at any moment in time, there are about 200 large oil tankers navigating in the Mediterranean Sea

Agriculture created pressures on the environment either in the form of an increased demand for land and water resources, particularly in the drought-prone areas of the south and the east of the region, or through the pollution of coastal ecosystems, the creation of eutrophication phenomena, and soil erosion. Fisheries contributed to the depletion of fish stock in the Mediterranean Sea, while mariculture often led to eutrophication phenomena through the flushing of excess food material. Finally, in forestry, deforestation activities as well as forest fires had adverse effects resulting in soil erosion and the degradation of ecosystems.

As a result of above mentioned pressures there is a number of conflicts and issues that have become, over time, more or less a typical feature of the Mediterranean coastal areas, namely:

- desire to get as close to the coastline as possible, particularly for the activities that require locations on sea-land interface, such as marinas;

- incompatibility of various land uses which cannot exist in juxtaposition, such as tourism and recreation activities and aquaculture in marine areas;
- private ownership of coastal land which prevents public from the free access to the coastline;
- long-term goals for conservation of coastal resources are often incompatible with the short-term economic profit interests, such as is the case with the Mediterranean fisheries;
- the provision of “environmental” services is often not in accordance with the rate of economic development such as, for example, in the case of the expansion of sewage collection and treatment that is often lagging behind the pace of hotel construction in many Mediterranean areas; etc.

It is evident from the above, that many coastal problems are still persistent. In view of that, it could be concluded that there is a strong need for MAP, which is one of the most important institutional actors in coastal management in the region, to make a bold qualitative step further in its efforts to improve the state of the Mediterranean coastal areas.

### 3. What is a Strategy?

As it was recognised at many regional meetings, and elaborated in the White Paper on Coastal Zone Management in the Mediterranean, a more strategic view of the coastal areas in the Mediterranean is still absent. An adequate mechanism to support a long-term policy making process is, therefore, required to ensure that the management of coastal areas is environmentally and economically sustainable, as well as socially equitable and cohesive.

In generic terms, strategic planning is the process that explores options and develops an optimum strategy for a management programme. It attempts to provide a context within which more detailed plans are designed to set and achieve specific objectives. Strategic planning sets broad objectives and outlines the approaches required to achieve them.

Developing the context for the future activities of MAP in the field of ICAM and CAMP is an institutional (MAP) strategy dealing with the activities of that organisation in those fields. Although it is limited to the activities of MAP, it does not prevent a wide group of stakeholders to participate in its development and implementation. On the contrary, this would be a *conditio sine qua non* of the strategy's success. In this respect, MAP strategy should aim to:

- introduce strategic thinking into its operation and help develop effective strategies;
- clarify its future direction in the field of ICAM and CAMP;
- establish priorities in its ICAM activities and CAMP geographical and thematic areas;
- help that today's decisions are in line with their future consequences;
- improve MAP and its components' performance in the field of ICAM and CAMP;
- provide mechanism to adapt to changing circumstances in the coastal areas of the region and to provide quickly the right answers; and
- build adequate expertise for ICAM.

Having the limited context of this initiative in mind (limited, that is, to MAP activities mainly) it is, therefore, not to be considered as a broad and comprehensive Mediterranean countries' strategy. It is an institutional strategy, and not a geographically focused one. However, it has to be kept in mind that, one day, this strategy could and should lead to a more comprehensive one, which would influence strategic thinking of the responsible actors on coastal issues in all the Mediterranean countries.

What is, then, the ICAM/CAMP Strategy for the Mediterranean? It is a framework for a long-term policy aiming to promote a collaborative approach to integrated planning and management of the coastal areas, within a philosophy of governance by partnership with civil society. It should

also define and strengthen the MAP and its components' role in the implementation of ICAM at local, national and regional levels.

#### **4. Rationale for ICAM**

Integrated Coastal Area Management (ICAM) became one of the most important pillars of the MAP Phase II Action Plan adopted in Barcelona in 1995, aiming at integrating environment and development in coastal areas. With the creation of the MCSD and adoption of its recommendations on ICAM by the Contracting Parties, this approach was given even more importance. Many activities at the regional, national and local level took place since then and lots of experiences were gained through implementation of various projects in coastal areas. Continuous assessments of the programme were done and improvements made in order to get the most possible benefit from limited resources involved. Besides MAP, other institutions in the region have been also focused on promoting ICAM, such as the Mediterranean Environmental Technical Assistance Program (METAP), EU (Demonstration Programme, ICZM Strategy, Recommendation, SMAP), sub-regional associations and many others.

In spite of the recent achievements that place the Mediterranean region among the most developed in the world in terms of regional co-operation in this field, there has been a number of barriers to a more effective implementation of ICAM and, consequently, the betterment of the situation in its coastal areas. Therefore, in spite of a relatively large number of initiatives, given the importance of coastal areas for the Mediterranean and the complexity of their problems, they could still be considered as being too few. The major barriers have been the following:

- Although the international funding for ICAM has increased in the region, there is still a problem of insufficient national financial support for coastal programmes. Many countries have not recognised the importance of coastal areas, have not given the priority to them, and have not provided the adequate financial resources to implement coastal projects.
- There is a lack of adequate political will to start and maintain the ICAM process in many countries of the region. Even when the process starts, because of the lack of commitment follow up activities and tangible results are often missing.
- An accurate basis for estimating the extent of the problems (indicators), especially in integrating the development issues with the environmental situations, has not yet been put in place.
- There are also differences in the approach to ICAM in terms of the management focus: resource management versus traditional land-use planning. In the case of Mediterranean countries, the prevalence of tourism and urbanisation in the coastal zones favours the latter.
- One of the major obstacles in ICAM is the limited influence (and thus weak integration) of environmental concerns in development planning among many Mediterranean partners, jeopardising the possibilities of securing the establishment of ICAM systems at the national level.
- Civil society in most Mediterranean countries is still not fully accustomed to active participation in public affairs. There are difficulties in mobilising it to contribute to and aid with the task of governing coastal areas.
- There is a strong bureaucratic inertia in institutions dealing with coastal issues, as well as the opposition to changes, particularly from the strong economic interests.
- Adequate legislation for ICAM is missing at regional level, as well as in many countries of the region.

Given the coast's critical value and its potential for economic development, these barriers must be overcome. And, as many of the problems of the coastal areas have a Mediterranean dimension, the response should include action at the Mediterranean level. There is no simple solution to these complex problems. Given the diversity of physical, economic, cultural and

institutional conditions, the response must be a flexible approach focused on addressing the real problems on the ground.

## **5. Rationale for CAMP**

The MAP Coastal Area Management Programme (CAMP) projects were introduced as one of the crucial components of MAP, involving relevant RACs and stakeholders from national level and international fora. CAMP is a very concrete MAP's attempt to put theoretical approaches and policy instruments for ICAM in practice. Since its introduction the programme has gone through various phases, dealing with a variety of coastal issues, which have contributed to improvements in many countries, not only by proposing concrete actions, plans or different activities for sustainable use of coastal resources but had immeasurable positive impacts on awareness building, knowledge by trainings, exchange of experience, involvement of stakeholders and public in general, what was and in many cases is still missing in coastal management. The contribution of this specific MAP programme is of great importance also due to the integrating role it provides by involving other international organisations, financial institutions and alike, and therefore contributes to a common sense and understanding among nations and scientific community around the Mediterranean.

The need to continue with the CAMP projects is faced in PAP/RAC continuously. Requests to put new projects in the pipeline is growing constantly, which is in itself a very good proof in the sense that exchange of experience is positive and that there is a great confidence of the CPs in what MAP is doing on the ground. At the moment two very active and important projects are going on, namely the one in Lebanon and Algeria, while the one in Malta has just been concluded. Several new ones are in the pipeline. The projects in Slovenia and Cyprus are soon to be prepared for the signature of Agreements, whereas feasibility studies for projects in Morocco and Spain are being prepared. Some new countries, including members of the EU, what was not the case until now, are also interested in starting with the project.

Continuously, assessments of the programme are in place, such as the one in 1998 together with METAP, and the latest one in 2002, also with METAP, when suggestions for improvements were discussed on the basis of a detailed analysis of all CAMPs that were conducted by that time. Conclusions are already integrated in the development and implementation of the on-going projects. These actions are aimed at improving the follow-up of the CAMP projects. However, the responsibility lies mainly within the country's abilities to provide resources for the implementation of very often costly projects such as infrastructure, or political and overall country's will to change national regulations or procedures to introduce ICAM methodologies and approach in everyday practice. Although the MAP's mandate is, when those issues are in question, limited, the ICAM/CAMP strategy should facilitate countries' endeavours in improving CAMP proposals' implementation.

CAMPs should play an important role in the context of the ICAM Strategy. It should be the practical manifestation of ICAM approach and MAP overall policy towards coastal areas in the future. By its integration in the comprehensive framework of MAP endeavours in the coastal areas, elaborated in the ICAM Strategy, this document should serve as a basis for transparent and co-ordinated actions in coastal areas.

## **6. The roadmap towards a Strategy**

There are a number of issues that need to be considered during the preparation of the strategy, and a clear position towards them will have to be taken very early in the process:

- The general status of the UNEP's Regional Seas Programme and its future strategy;



- The general orientation of MAP with regards to coastal areas management;
- The commitment of Contracting Parties to give priority to coastal issues;
- Future development of regional regulatory framework on integrated coastal management;
- Assessment of the opportunities for integrated coastal area management in the region; i.e. how integration is real in coastal management.

The MAP Strategy for ICAM and CAMP is intended to consist of a series of concrete actions for each of the general areas of action, based on the conclusions of plethora of meetings, assessments, conclusions and recommendations. To ensure effectiveness and efficiency, this Strategy should build as much as possible on existing instruments programmes and resources, rather than creating new ones. It should aim to improve their use through better co-ordination, and through ensuring that they are flexible and appropriate for coastal areas. It is intended that the approach outlined in this Strategy could also serve as a model for introducing sustainable development in coastal areas in other Regional Seas Programmes of UNEP. These could be complemented by certain new activities, particularly with regard to the development of best practice and information diffusion. The Strategy is expected to lead to improved management of coastal areas. It is furthermore expected to improve the implementation of a wide range of MAP recommendations in coastal areas. The main sources for the preparation of the strategy will be the following:

- recent documents prepared in the framework of MAP (MAP Phase II Action Plan; White Paper on Coastal Zone Management in the Mediterranean; Guidelines for Integrated Coastal Area Management in the Mediterranean; Assessment of ICAM Initiatives in the Mediterranean: Experiences from METAP and PAP; CAMPs: Improving the Implementation; Futures for the Mediterranean Basin: The Blue Plan; Good Practices Guidelines for ICAM in the Mediterranean; Recommendations on ICAM by the MCSD)
- UNEP documents prepared for Rio and Johannesburg conferences;
- EU documents (Demonstration Programme in ICZM; Towards a European Strategy for ICZM; Recommendation; SMAP); and
- other relevant documents (UNESCO, FAO, academia, national sources, etc).

It is important to note that the 12th Ordinary Meeting of the Contracting Parties to the Barcelona Convention (Monaco, November 2001) adopted a decision to carry out a Feasibility Study for the preparation of a regional Protocol on ICAM. This initiative gives an important impulse to a number of activities and work done in coastal areas by underlying the importance for a need of a legal instrument to better plan and manage the coastal areas in the Mediterranean. The Feasibility Study envisages three options for a protocol. It is not yet clear what would be the decision of the Contracting Parties. However, whatever decision they would take (no protocol-status quo, or one of the three options proposed), it will have significant impact on the strategy's roadmap, because it will have to adapt to any of the decisions taken. This was one of the main reasons why a decision to postpone the preparation of the strategy and link it to the protocol's workplan was taken.

## **7. Contents of the Strategy**

Proposed is the following structure and concept of the ICAM/CAMP Strategy document:

### **Introduction**

What is the strategy about; why a need for it, i.e. drivers; why a strategy for ICAM and CAMP; background information - milestones, MAP activities, other participants and their activities; territorial scope i.e. definition of coastal area; desired changes and outcomes; expected benefits and beneficiaries; expected outputs; actors and stakeholders; organisation of the strategy's preparation.

## **State of coastal areas: main issues and problems**

Very brief presentation of the main geographical characteristics of the region, followed by the short elaboration of the main driving forces, pressures, impacts, state and responses. The purpose is to present the most critical issues in the coastal areas of the region, and to prioritise them. This analysis will be linked to the MAP structure of activities with the aim of identifying the level, accuracy and timeliness of MAP response to the most critical coastal issues in the region.

## **Vision**

Vision statement on what kind of coastal areas we would like to have; long-term goals for sustainable development; MAP and its role in coastal areas' development (existing and future mandate); desired role of other institutional actors; future role of ICAM in coastal development; the importance of local management and local action and how CAMP could be positioned in this new "architecture"; what role MCSD could play.

## **Strategic goals**

This section should set broad, long-term goals. On the basis of these goals, MAP and PAP strategic objectives could be defined. Strategic objectives should provide a context within which more detailed actions could be designed. Broad perspectives should facilitate a number of activities necessary for sound management of coastal areas, as well as provide channels for communication with various sub-regional levels of authorities and stakeholders. The objectives could touch upon, albeit in an integrated manner, a number of sectoral issues such as: natural resources, environment and landscape (biodiversity, water resources, soil, forests, heritage, waste, pollution); urban areas and infrastructure (urbanisation, tourism, industry, transport, etc.); and governance and institutional arrangements (mechanisms and instruments for implementation, legislation, institutions, capacity building, partnerships, awareness raising, participation, training, economic instruments, levels of intervention).

## **Strategic actions**

The crucial part of the strategy is to define which actions are needed in order to implement the strategic objectives; by whom; and in what time scale. Also, it is important to define at what spatial level these actions are expected to take place, i.e. regional, national, or local level. It is proposed to concentrate mainly on actions that are commensurate with the MAP structure (followed in biennium programmes, MAP Phase II elements or alike), namely:

- Sustainable management of coastal areas
  - ICAM and ICARM methodologies, tools
  - National ICAM strategies
  - National reports on coastal management
  - National /Regional legislation
  - CAMPs
- Integrating environment and development
  - Urban management
  - Infrastructure, transport and industry
  - Tourism
  - Water resources
  - Landscape (landscape management, soil erosion and desertification control, forests, rural areas, coastal erosion, heritage and identity, biological diversity and protected areas, etc.)
  - Waste management

- Information, public awareness and participation
  - Publications
  - Training
  - Networks and Partnerships
  - MedOpen (Internet)
  - ClearingHouse
  - Web
- Governance
  - Legislation
  - Financing
  - Institutions

### **Governance and institutional issues**

This part should focus on the response i.e. what are the main problems or barriers to effective implementation of ICAM in practice. Experience from various MAP initiatives and other international institutions in dealing with coastal area management, summarised in various recommendations for the improvements should be taken into account. Among the most often referred to are the following:

- legal framework (such as existence of legal provisions and their implementation, bureaucratic inertia, opposition to changes, lack of adequate political will)
- co-ordination; vertical, horizontal
- integration; across sectors, land-sea issues (compatibility of various land/sea uses), vertical, horizontal, interdisciplinary, planning, functional
- relation between balanced bottom-up and top-down approach (such as centralisation, different political, institutional arrangements, etc)
- short-term economic benefits vs. long-term conservation of resources
- multidisciplinary; comprehensive, scientific information
- methodologies, tools, techniques (EIA, SEA, planning,...)
- data management and GIS
- public participation
- stakeholders participation (public, private, NGOs)
- individual and institutional capacity
- awareness building
- funding/financial resources

The purpose of this chapter is to assess how MAP and PAP/RAC have been capable of dealing with the above issues, and their position in the complex coastal management in the region.

### **Strategy updating and monitoring of implementation**

The strategy should be flexible enough to allow adaptations to the current situations and variations in trends and pressures. To this end a regular updating frames should be proposed, as well as procedures elaborated. This could include the preparation of a regional report on a Strategy implementation on a basis of the documents proposed below. A set of indicators should be made to monitor the situation of the coastal areas on one side, and on the other side a set of performance indicators for reporting on implementation of concrete actions elaborated above.

## **8. Workplan and timetable**

The preparation of the document will be led by PAP/RAC, the MAP centre responsible for integrated coastal area management and CAMP. In this endeavour PAP/RAC will involve all other MAP components. ICAM is a cross-cutting issue, and MAP's organisation offers unique institutional opportunity to deal with such an issue in a proper way. PAP will establish a working group of the Mediterranean experts that will be responsible for the preparation of the strategy. However, regular consultations will be held with the MAP RACs as well as other partners that might have a stake in the strategy's implementation. The general objective is to create a strategy that will accommodate, in the largest possible degree, the interest of numerous stakeholders, and minimise the opportunity for conflicts to arise. Finally, it is expected that the strategy will help streamline and make more effective MAP response to growing challenges of the Mediterranean coastal areas.



<b>Activity</b>	<b>Objective</b>	<b>Who</b>	<b>Output</b>	<b>Deadline</b>
Preparation of the Concept/structure of the document	to have the first draft of the document	PAP	Concept/structure of the strategy	June 2003
Presentation of the Concept/structure of the strategy at MAP Focal Points meeting	to have comments on the first draft	PAP MAP Focal Points	Preliminary comments and second draft	September 2003
Presentation of the Concept/structure of the strategy at the CP Meeting in Catania	to adopt the Concept/structure of the document	CP Meeting in Catania	Final draft of the Concept/structure	November 2003
First expert meeting	- to present and discuss the concept with experts - presentation of the work process and timetable - to prepare ToR and divide tasks	group of experts, PAP	ToR, comments	January 2004
Preparation of the preliminary draft	to prepare the preliminary draft	group of experts	Preliminary draft	April 2004
Presentation and discussion of the preliminary draft within MAP components	to present and discuss the preliminary draft with relevant MAP components in order to create synergies, integration, avoid overlapping, etc.	MEDU, concerned MAP components, group of experts	Comments/suggestions	June 2004
Preparation of the first draft of the strategy	to prepare the first draft	group of experts	First draft	September 2004
Consultation/Working groups on the first draft;	- to present the first draft - to coordinate response - to make consultation - to agree on major issues, conflicts, priorities, actions, and responses	PAP, group of experts + Working groups	Comments/suggestions	October 2004
Second expert meeting	to discuss and integrate comments of the working groups	PAP group of experts	Inputs for the Second Draft	November 2004
Preparation of the second draft of the strategy	to prepare the second draft	group of experts	Second draft	February 2005
Regional workshop to discuss and amend the draft strategy	to present and discuss the draft strategy	various stakeholders and experts at regional and sub-regional level, group of experts, PAP, MAP components	Comments, suggestions, amendments	March 2005
Preparation of the final draft	to prepare the final draft	group of experts	Final draft	May 2005
Presentation of the final draft strategy at the PAP FPs meeting	to discuss and amend the final draft	PAP National Focal Points	comments	May 2005
Presentation of the strategy at the MAP FPs meeting	to discuss and amend the strategy	PAP MAP Focal Points	comments	September 2005
Adoption of the strategy at the Contracting Parties meeting	to adopt the strategy	PAP Contracting Parties	Adopted strategy	November 2005

