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**MEDITERRANEAN ACTION PLAN**

Meeting of MAP National Focal Points

Athens, 15 - 18 September 2003

**DRAFT STRATEGIC ASSESSMENT  
OF THE  
GENERAL FRAMEWORK OF THE  
BARCELONA CONVENTION**

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## LIST OF ACRONYMS

BP/RAC	Blue Plan Regional Activity Centre
CAMP	Coastal Area Management Programme
CARDS	Community Assistance for Reconstruction, Development and Stabilization
CP/RAC	Cleaner Production Regional Activity Centre
EEA	European Environment Agency
EIA	Environmental Impact Assessment
GEF	Global Environment Facility
GPRS	National Growth and Poverty Reduction Strategies
ICAM	Integrated Coastal Area Management
IGO	Intergovernmental Organisation
IUCN	International Union for the conservation of Nature
LBS	Land Based Sources
LIFE	Financial Instrument for the Environment (launched since 1992 by the European Union)
MAP	Mediterranean Action Plan
MCSDD	Mediterranean Commission on Sustainable Development
MED POL	Marine Pollution Monitoring Research Program
MEDA	Mediterranean Development Agreement
MSSD	Mediterranean Strategy for Sustainable Development
MTF	Mediterranean Trust Fund
NFP	National Focal Point
NGO	Non Governmental Organisation
PAP/RAC	Priority Actions Programme Regional Activity Centre
RACs	Regional activity centres
REMPEC	Regional Marine Pollution Emergency Response Centre for the Mediterranean Sea
RERep	Regional Environmental Reconstruction Programme
SAP BIO	Strategic Action Programme for Biodiversity
SAP MED	Strategic Action Programme for the Mediterranean
SEA	Strategic Environmental Assessment
SMAP	Short and Medium-term Priority Environmental Action Programme
SPA and Biodiversity Protocol	Protocol concerning Specially Protected Areas and Biodiversity in the Mediterranean
SPA/RAC	Specially Protected Areas Regional Activity Centre
TDA	Transboundary Diagnostic Analysis
UNCED	United Nations Conference on Environment and Development
UNCSD	United Nations Commission on Sustainable Development
UNECE	United Nations Economic Commission for Europe
UNEP	United Nations Environment Programme
WEHAB	Water Energy Health Agriculture Biodiversity
WWF	World Wildlife Fund

## 1. Introduction

At its 12<sup>th</sup> Meeting in Monaco in November 2001, the Contracting Parties requested the Secretariat to commence the preparation of a strategic assessment of the general framework of the Barcelona Convention (the operational bodies and the Coordination Unit); and by October 2002 to draw up a report, in cooperation with the Bureau of the Contracting Parties, for submission to the next meeting of the MAP National Focal Points. The Contracting Parties request was for “an overall evaluation of the MAP structure”, which implied not only administrative components but also the structures in countries (National Focal Points), meetings, the MCS D and even UNEP to the extent that contributes to the MAP under its Regional Seas Programme.

The Contracting Parties allowed the Bureau to select the method and the timetable. The objective was to hold a wide-ranging debate at the next Meeting of the Contracting Parties in 2003 concerning the MAP structure – including the MCS D - its adaptation to the new international context, in particular the Johannesburg Plan of Implementation, the Euro-Mediterranean Partnership and the specific needs of countries. The Bureau was therefore called on to oversee the exercise, ensuring that it was primarily prospective in nature.

The strategic MAP evaluation, and in particular its methodology was broadly discussed during the extraordinary RACs Directors meeting held in Delphi in July, 2002. At the conclusion of the discussion, during which many different ideas were put forward (committee of independent experts, “critical self-evaluation”, role of a moderator, etc.), the participants agreed that the Secretariat should propose to the Bureau that the general evaluation would be undertaken by a “steering committee” composed of three or four Contracting Parties, an intergovernmental organization and an NGO. The whole procedure would be of an interactive nature and would include intermediate working meetings, as well as close relations with the Bureau.

At its meeting held in Monaco in October 2002, the Bureau decided upon the establishment of a Think Tank to prepare the global assessment of MAP with the following composition:

- the President of the Bureau of the Contracting Parties (Monaco);
- a representative of a Mediterranean country member of the European Union (Greece);
- a representative of a Southern or Eastern Mediterranean country (Syrian Arab Republic);
- a representative of a Mediterranean country included in the next enlargement of the European Union (Slovenia);
- two experts to be appointed by the Secretariat.

The Bureau’s decision was to utilize an internal procedure for the evaluation because representatives of countries, experts and members of the Secretariat all had the detachment needed to undertake a self-evaluation without indulging in the self-satisfaction that sometimes occurs in such situations.

In this context, the MAP Coordinator, in December 2002 invited the MEDU professionals and RACs to give their points of view on the basis of their working experience and general knowledge of MAP, its partners and programmes, Mediterranean countries and other partners, ongoing and past sectorial evaluations, on several important questions related to crucial points in the performance of the Barcelona system and its effectiveness on a prospectus base. The philosophy of the exercise was to apply an integrated, participatory and general evaluation approach to provide the Bureau with an introductory self assessment paper covering the overall MAP system in line with MAP objectives set since 1995, as

highlighted every two years by the Contracting Parties. On this basis, a strategic platform was prepared by the Secretariat and put forward to the Think Tank for further discussion and development.

The Think Tank met three times in Athens in March, April and June 2003 and focused mainly on the following topics:

- MAP's response to the challenge of sustainable development;
- the effectiveness of the implementation of the Barcelona Convention and its related protocols;
- cooperation with the European Union, focusing on the ongoing and expected enlargement process and Euro-Med Partnership;
- cooperation and synergy with other Conventions and programmes
- the visibility of MAP

The MAP evaluation report was drafted by the Secretariat on the basis of the findings, conclusions and recommendations of the overall evaluation process as guided and led by the Bureau of the Contracting Parties. The evaluations of REMPEC and SPA/RAC, which are currently under process, were taken into consideration by the Think Tank. The charts including MAP activity indicators, the questionnaire of the Coordinator on MAP evaluation and the reports of the three meetings of the Think Tank, are attached as Annex I, II and III, respectively, to this report. In addressing MAP's response to sustainable development, the Think Tank was presented with the oral report of Mr. B. Glass, UNEP consultant. The full report is attached as Annex IV

## **2. The context of the evaluation of MAP**

### *Background:*

*The present chapter addresses both the international and national context in which the process of MAP evaluation was carried out. The current and future role of MAP could not be properly envisaged if the potential impact of the changes in the international environment and at the national level were not taken into consideration.*

MAP Phase II was designed taking into account the achievements and shortcomings of MAP's first 20 years of existence as well as the results of developments such as the UNCED and the Conference Med 21 "On Sustainable Development in the Mediterranean" (Tunis, 1994), oriented towards sustainable development.

Since that time, the Contracting Parties to the Barcelona Convention have undertaken several actions, programmes and initiatives to achieve the ambitious objectives of MAP Phase II in relation to sustainable development and the efficient implementation of its legal framework.

For this purpose, the Regional Activity Centres and MEDU are implementing important components and are endeavoring to strengthen their capacities for the implementation of the Protocols so as to better face the challenges of the main issues related to sustainable development.

Starting in 1975 as a marine Convention with a clear mandate to combat marine pollution; and later extending to the protection and conservation of marine and coastal zone biodiversity as well as sustainable development concerns, the historic role of MAP as an environmental cooperation forum and its wide experience in that area had to a large extent evolved. The activities, platforms and actors had increased, with great expectations on the part of the countries in terms of policies and sustainable development. There had to be a new context, which was embodied in the terms of new governance. The MAP is now arriving at crossroads and a decision has to be taken on its future role – strategic or operational or both.

The new context in which MAP is operating is closely linked to the international and national context. The progress made within the MAP system itself over the past 10 years, has been promoted by the relevant developments at the international and national levels and the commitment or wish of the Parties to the Barcelona Convention to take steps to promote sustainable development of the Mediterranean.

### **2.1 The national context**

During that period, Mediterranean countries have made obvious progress in the development of national environmental policies, national programme and action plans for their implementation, in developing some capacity in environmental management and governance, and in establishing a cooperative framework with several international and regional programme and initiatives.

In this context, due to its long-term establishment in the region and particularly its capacity to be updated in accordance with the trends of the "post RIO" period, as well as the fact that it is a country-driven framework, the cooperation established under the Mediterranean Action Plan has played an important role and contributed substantially to improving the environmental performance in the Mediterranean.

MAP has provided assistance to the Contracting Parties in building or increasing their national capacities to monitor and assess the state of the marine environment in terms of pollution control and the conservation of biodiversity, in strengthening environmental management capacities, developing and improving the national legal framework related to the management of the marine environment and supporting active participation at the regional level.

In addition, MAP has currently entered a new phase by funding, through the MTF and other international financial instruments, action-oriented activities and projects as a regional response to national needs to implement the Convention and its related Protocols. This approach is appreciated and encouraged by the Contracting Parties by maintaining a certain balance between the cooperation and intervention aspects of MAP. Thus, a new challenge facing MAP is to increase its capacities to raise external funds by accompanying and assisting countries in preparing and formulating country-driven high-quality project proposals based on the programme priorities set by the Contracting Parties.

The broader participation of Mediterranean countries in many other global or regional conventions would make it difficult for them to comply with the relevant obligations due to the lack of sufficient resources. In this context, efforts are needed by MAP to understand the needs of the countries better and at the same time to follow cross-sectoral developments in the field of reporting, environmental monitoring, compliance and enforcement under multilateral environmental agreements by ensuring optimal synergy and harmonization.

## **2.2 *The international context***

The international environment has changed greatly over the past decade and it is essential to take that into account if MAP is to remain relevant. The main elements of these progressive changes are:

- a deeper and larger concept of sustainable development;
- the enlargement of the European Union;
- developments in international environmental law.

### 2.2.1 *The concept of sustainable development*

In Johannesburg, following the rapid progress that had in general been made since Rio, the concept of sustainable development was reaffirmed at a more global level. New pillars had emerged – social, economic, governance – which had not occupied a particularly important place in Agenda 21 at Rio, but were given practical effect in the Johannesburg Declaration and Plan of Implementation.

In addition, all the major United Nations agencies and many regional agencies had elaborated action programme to address sustainable development. Aware of the necessity to become part of that new scene, MAP has anticipated its actions. An MCSD Task Force Evaluation worked in the context of the new orientations agreed to in Johannesburg to see how MAP could translate and adapt them to the Mediterranean context. Further, on this basis, a Mediterranean Strategy for Sustainable Development (MSSD) has to be elaborated in close cooperation with the Contracting Parties and MAP partners.

### 2.2.2 *Enlargement of the European Union*

The development of relations between the European Union and MAP over the past decade has been imposed by a context that has changed radically at three levels:

- The current enlargement, which will increase the number of Mediterranean countries belonging to the European Union from four to seven, and the subsequent enlargement, so the MAP will find itself, on the one hand, catering for countries focusing on assimilating the Community's rules and disciplines and, on the other, countries that are raising the question of the relations between the MAP and the European Union and the legal harmonization which the European Union appears to require of its neighbours;
- The recent development of Community policies in areas partly covered by the MAP, such as the European Strategy for the Marine Environment, the post Erika and Prestige initiatives, the emergence of a new context in which closer cooperation is necessary to avoid the creation of a delicate situation in the Mediterranean with two different legal regimes;
- The Euro-Med Partnership, with the European Commission's declared intention to associate MAP henceforth.

### 2.2.3 Development of environmental law

International law is developing rapidly. In recent years there has been a dramatic increase in the number of instruments both at the international level (Basel, Climate Change, Biological Diversity, Stockholm Conventions) and the European level, as well as dynamic activities by the UNECE (Aarhus) and the Council of Europe (Landscape Convention). MAP is faced with the challenge of carefully following any developments that may affect its system. Its working philosophy should be progressive updating following the approach of harmonization, promoting synergy gaining and avoiding overlapping.

Those actual or expected changes call for a new dimension and response by MAP to maintain and where possible increase its efficiency, effectiveness and sustainability. To this end, policy, legal, institutional, programming, financial and management issues require adaptation to further enhance the results achieved by MAP in its leading role in the protection of the Mediterranean environment and its growing contribution toward the sustainable development in the region. Such improvements will build on the achievements made, in particular over the past decade, and expedite the realization of the remaining objectives and goals.

An in-depth analysis of the performance and management of the financial, human and technical capabilities of MAP in the light of the Post Johannesburg agenda, the new political contexts at the level of the European Union and the national level is an indispensable tool to identify the best approach and steps to be taken for its efficiency and sustainability. The MAP evaluation undertaken under the guidance of the Bureau of the Contracting Parties could be a valuable tool in this process, which will provide the Contracting Parties with the necessary recommendations and proposals.

### **3. MAP performance: Main findings**

#### **3.1 Implementation of the Convention and its related Protocols**

##### *Background*

*This chapter provides a short review of the MAP system in comparison with other multilateral environmental agreements in general and in the field of marine conservation in particular. Some general findings and recommendations related to the process of the entry into force, implementation and compliance are addressed.*

##### 3.1.1 Ratification

The MAP legal system constitutes a high-quality structure that is the result of the strenuous renewal and development efforts made between 1994 and 2002. MAP, in legal terms, is on the same lines as the Oskar and Helcom Conventions and seems more complete and advanced than the UNEP Regional Seas Programme. In terms of principles and approaches the MAP is at the same level as other global and regional multilateral environmental agreements. However, the process of the entry into force of the second phase of MAP has been rather long.

Although countries are working to implement the recommendations of the Contracting Parties, only the Specially Protected Areas (SPA) and Biodiversity Protocol have currently entered into force. The lack of ratifications represents a serious problem for the image and credibility of the Barcelona system and the whole of the Mediterranean region. MAP's credibility and to a certain extent its effectiveness are at stake because it does not always have the legal basis required to carry out the activities prescribed in MAP Phase II. The entry into force\* of the revised Convention requires an additional three ratifications, the LBS Protocol\* – four; the Dumping Protocol\* – three; the Prevention and Emergency Protocol – one; the Offshore Protocol – two; the Hazardous Wastes Protocol - two. On a medium and long-term basis, the lack of ratifications could also delay the implementation of plans and strategies, thereby reducing the numerous opportunities offered by MAP for the protection of the Mediterranean.

There are various explanations for this disturbing delay, both institutional and political, depending on the country.

##### 3.1.2 MAP provisions into national law

The incorporation of the obligations arising out of the Barcelona Convention and its related Protocols into national laws and regulations is still rare. Some countries may have difficulties in understanding the implications that international agreements have for their national legislation. Assistance could be provided to countries to help them translate the requirements of the Barcelona system into their national legal and regulatory systems by:

- identifying the relevant gaps in national legislation;
- drawing up plans to address the obstacles and gaps identified;
- developing, enacting and enforcing appropriate laws, regulations or other measures to achieve the compliance.

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\* Status of ratification of some countries are pending notification from the Depository

In view of the delay in the entry into force of the Convention and its Protocols, it has only been possible to implement the new reporting system on an experimental basis and the countries that have taken part voluntarily in this exercise will submit comprehensive and positive reports, with clear recommendations for future activities, to the meeting of the Contracting Parties in November 2003.

With regards to implementation at the national level, new and revised legal instruments have marked a move from a "soft" law system (inciting the Parties) to a mandatory system.

### 3.1.3 Compliance and enforcement

The mandatory system has not been perceived as such by the Parties because it has no enforcement mechanism, as in the case of other conventions. Progress still has to be made in this area, taking as a possible model the mechanisms existing elsewhere. Cooperation with other global and regional Conventions, organizations and programme has been discrete and needs to be improved, particularly in the field of reporting and compliance monitoring as an important tool for guaranteeing maximum synergy, as well as the regular exchange of experience and expertise.

The consolidation of the reporting exercise could be considered as a sound basis for the development of a compliance monitoring system and its promotion at the national and regional levels.

MED POL and the RACs which are responsible for the implementation of specific protocols need further strengthening to improve their capacity to provide the appropriate assistance and guidance to countries.

## **3.2 Adoption and implementation of strategies**

As mentioned above, several sectoral and crosscutting policy documents are being implemented or prepared in the interest of MAP. Those documents are related to sustainable development in the region and the implementation of the Protocols to the Barcelona Convention.

Since they involve a major investment portfolio, the implementation of SAP MED, SAP BIO and the future strategy for the implementation of the Prevention and Emergency Protocol, will require substantial additional financial resources which cannot be covered by the MTF alone.

MAP, its programme, Regional Activity Centres (RAC) and MCSD are therefore confronted by the important issue of raising and mobilizing external funding. Strengthening the capacities of MAP structures to provide technical assistance to countries for this purpose remains an important objective.

A better knowledge of the funding facilities or instruments of the European Commission, World Bank and other international organizations, and especially their regional programme, as well as any relevant bilateral agreements with Mediterranean countries, is therefore necessary. This would give MAP a clearer picture of the national and regional priorities programmed and financially supported by such organizations and therefore any opportunities for synergy and better coordination.

A general strategic paper addressing external funding possibilities and the potential for MAP's involvement in such processes would be helpful. The MAP National Focal Points could be involved and could play a significant role in this process. If countries are interested

in ensuring the follow-up and implementation of national investment projects related to MAP (i.e. SAP BIO, SAP MED or coastal area management investment or pre-investment portfolios), it would be important to include such priorities in their national strategies as sectoral development programme, national environmental action plans, national public investment plans, national development strategies as National Growth and Poverty Reduction Strategies (GPRS) and national short- and mid-term expenditure plans. Harmonization of this type is needed to demonstrate both the commitment of the country and the pertinence of its priorities.

It is worth investigating whether the non-Mediterranean countries traditionally interested in environmental projects might be potential donors. In particular, information should be obtained on the funds available in countries through either international funding organizations or bilateral agreements with developed countries and their cooperating agencies.

Furthermore, MAP and especially the RACs, need to improve their capacity to formulate successful and high priority project proposals.

### **3.3 Main challenges for MAP bodies and institutions**

#### *Background:*

*This chapter is based mainly on the general discussion which took place during the second meeting of the Think Tank which reviewed the note by the Cochairpersons of the Task Force on MCSD Assessment and Prospects, the conclusions of the last Bureau meeting in Sarajevo in May 2003, the RAC directors and programme meetings in Sophia Antipolis in January 2003 and Athens in June 2003 and the final meeting of the Think Tank.*

#### 3.3.1 MAP and the post Johannesburg agenda

The orientation of MAP towards sustainable development started in the 1980s. Following the Rio Summit, the main principles and approaches adopted there were incorporated into the MAP legal framework, its work programme and objectives.

MAP's principal objective has therefore been to provide support to countries in promoting the principles of sustainable development, monitoring the state of sustainable development in the region, strengthening inter-regional cooperation, promoting and, where necessary supporting activities by the major groups to achieve sustainable development, and particularly by the private sector, local authorities and NGOs, as well as supporting the establishment of the national sustainable development committees.

The Johannesburg Plan of Implementation has opened a new area in the field of sustainable development by calling for more integrated and consolidated efforts by all the actors and stakeholders for the achievement of ambitious yet realistic quantitative targets at the global and regional levels by focusing on the main features of development and environment.

MAP is therefore faced with the challenge of adopting the Johannesburg agenda to the Mediterranean level with, as much as possible, precise objectives and measurable outputs, as well as further coordinating its translation into implementation actions. The elaboration of the Mediterranean Strategy for Sustainable Development (MSSD) should be the main political outcome and contribution of MAP and its partners in the years to come to the sustainable development of the region.

MAP has so far tried to integrate sustainable development into its programme and components. The current challenge is to orient the overall MAP programme and its components substantially towards sustainable development based on transversal dimensions and approaches (governance, poverty, social and economic dimensions, participation, main groups, etc.). This is the type of question that is even more acute in the case of problems other than water and biodiversity, as highlighted in Johannesburg (WEHAB), such as energy, agriculture and health, including governance, in which, MAP's expertise is limited.

This would require increased internal capacities, a high level of expertise, the adoption of a more cooperative and coordinated approach and a better distribution of tasks between the RACs and programme on the basis of the assessed capacity and mandate of each of them.

#### 3.3.2 The Mediterranean Commission for Sustainable Development (MCSD)

Since its establishment by the Contracting Parties, the MCSD has known a variety of experiences, including both achievements and difficulties. Its constitution and regular

functioning, the establishment of working groups on the various themes, the assistance provided to countries to prepare the first national strategic reviews related to sustainable development, certain publications, the preparation for the Johannesburg Summit, reflections on several thematic issues and delivery of several important recommendations to the Contracting Parties constitute a positive outcome and contribution to sustainable development in the region.

Despite of the above achievements, further progress needs to be made in the performance of the MCSD to meet the expectations of the Contracting Parties and to fulfill its mandate. Furthermore, as a forum open to other sectors, the successful performance of the MCSD could positively influence MAP itself in its cooperation with partners and stakeholders.

Aware of the difficulties and problems related to its functioning and the ambitious challenges it has to fulfill in accordance with its mandate, in 2002 the MCSD set in motion a self-evaluation process through the establishment of an Ad Hoc Evaluation Task Force. At its last meeting in Cavtat in May 2003, the MCSD reviewed the report prepared by the Evaluation Task Force, although without endorsing its recommendations.

The main difficulties that have affected the work of the MCSD are the following:

- its work has been relatively academic and its added value rather limited;
- the minimal participation from some groups and sectors;
- its low visibility at the regional and national levels;
- the scope of its work has been very broad which, combined with the lack of sufficient resources has not permitted a deeper analysis of several topics: on the other hand, better and more efficient use could be made of the expertise that has been assigned (both internal and external resources);
- national Participation in the activities organized in the context of the MCSD has been somewhat scarce.

The roots of such difficulties are being addressed using the following analysis:

- the oriented environmental structure of MAP could hamper the integration of socio and economic factors;
- the working method of the MCSD has led to a production of a set of files and recommendations without concrete outcomes;
- the Secretariat of the MCSD has shown a weakness in term of expertise and animation.

It might be better for the MCSD to coordinate its thematic activities with UNCSD and its relevant working cycle. The main priorities for the next biennium could be the preparation of the MSSD and the development of those themes addressed by UNCED, which are most relevant to the Mediterranean. Thus, the MCSD could also contribute in assisting the countries to implement the global agenda on sustainable development.

In view of rationalizing the MCSD activity, it would be advisable that the Contracting Parties recommend at their ordinary meetings a set of thematic priorities for each biennium. The Contracting Parties could also promptly<sup>1</sup> reflect upon the need for a change in the mandate of the MCSD in terms of its composition and tasks, with a view to rationalizing activities and improving sustainability of its outcomes.

MCSD recommendations and related to its functioning and thematic activities, as adopted in Cavtat, will be submitted to the Contracting Parties meeting in November 2003.

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<sup>1</sup> This point remained open during the discussions.

### 3.3.3 The Contribution of MAP structures to the work of the MCSD

Reviewing the crucial question of contribution of MEDU, the RACs and MED POL to the work of the MCSD, the following may be relevant:

- The contribution of MEDU may be considered correct in terms of the legal, institutional and organizational points of view, not sufficiently efficient in terms of animation, external relations and communication, and rather poor in relation to the substance of the work carried out for the preparation of the strategic review in 1999-2000 and the framework orientations for a Mediterranean Strategy for Sustainable Development, submitted to the MCSD meeting in Cavtat in May 2003.
- The Blue Plan has, in conformity with its mandate, provided a qualitative contribution to themes such as: indicators on sustainable development, free trade and environment, tourism and water management. However, due to the limited publication and dissemination policy the work done has remained relatively academic.
- CP/RAC and SPA/RAC have made a valuable contribution in their fields of expertise
- PAP/RAC and MED POL have shown some interest in participating in the work of the MCSD.

Finally, the Secretariat's contribution to the work of the MCSD should be more comprehensive and better oriented to broader larger inter-sectoral participation, a lively climate of debate within the MCSD, deeper analyses and the establishment of a better roster of experts with the required level of expertise in the field.

Taking into account the lessons learnt from past experience, the above shortcomings and the potential objectives for the future, the following orientations for the role of the Secretariat vis-à-vis the MCSD may be adopted :

- a. In conformity with its mandate, MEDU should cover:
  - the institutional and legal aspects of the MCSD and develop its information functions; it should also bear responsibility for the preparation of the budget and programme and relations with the United Nations Commission on Sustainable Development;
  - MEDU should coordinate the involvement of actors and partners in the activities of the MCSD and should bear responsibility for the overall coordination of the MSSD and the day-to-day activities of the MCSD;
  - MEDU should delegate to the competent Regional Activity Centres the management and preparation of the core thematic work.
- b. The role of the Centres and programme should be strengthened in conformity with their specific vocation.
  - CP/RAC should be converted into a Centre for enterprise and sustainable development with the vocation to cover the economic activities more effectively, focusing mainly on industry, tourism and services;
  - The Blue Plan based on its experience with the *Environment and development report* and its capacities and networks, could be entrusted with the conceptual work for the preparation of the MSSD;
  - MED POL, PAP/RAC and SPA/RAC should be more involved in these activities.

### 3.3.4 RACs and MED POL performance

#### *Background:*

*The present chapter is based on the main findings and conclusions of the Think Tank and the evaluations of SPA/RAC, REMPEC and Blue Plan, PAP/RAC and MED POL as well on the recommendations made by the Bureau in Sarajevo 2003.*

The contribution of the RACs and programme is diverse and integrated. The main elements of the assistance provided to countries up to now are related to the programmatic priorities of MAP, are country driven and include:

- training on various topics;
- legal assistance
- information dissemination;
- capacity building on sustainable development, environmental management and monitoring;
- know-how and the exchange of ideas;
- the strengthening of monitoring capacities (pollution and biodiversity);
- the strengthening of environmental inspectorate systems;
- policy preparation and implementation; and
- project proposals.

The participation of the Parties to the programme may be considered satisfactory. However, the RACs and programmes should reflect and further assist countries to make optimum use of the regional outputs at the national level.

The Centres have a specific background and the crucial issues to be addressed properly in the future are the following:

Traditionally, MED POL has furnished substantial technical assistance to countries by maintaining and supplying laboratories and through research agreements with a large number of scientific institutions.

MED POL is currently implementing an extensive programme ranging from ongoing monitoring to the practical implementation of the LBS Protocol, particularly through the SAP adopted by countries for that purpose. In carrying out this programme, MED POL has been able to secure assistance from two major sources, the GEF Project, which is already well advanced, and recently €1.8 million for a French GEF Project. Progress still has to be made with the ongoing monitoring of the SAP, the quality of technical evaluation documents (whose level remained below that of the corresponding publications of Ospar and Helcom) and implementation at the national level.

The Blue Plan has also undergone change, from useful but somewhat abstract prospective studies to more pragmatic projects, such as those on indicators and statistics. In the context of the MEDSTAT Environment programme it has just received a project contribution of 2 million euros. The Centre has invested a great deal in the work of the MCSD, dealing with the new issues of water demand management, indicators and trade and environment, and ensuring their follow up. Lastly, it has received a MEDA contribution of €500,000 to finalize its "Environment and Development" report. Its weak points remain an insufficiently international approach, as well as a publication policy that lacks coherence.

SPA/RAC has made considerable progress on the extremely sensitive issue of biological diversity in an increasingly complex international context with an ever larger

number of international, global and regional legal instruments, and the active presence of well-informed, active and demanding NGOs. Overall, it is the feeling that the MAP has produced a large number of documents of intention, such as the various action plans. SPA/RAC has also benefited from a MEDA project. Relations with other Conventions and international organizations are sometimes a problem. The evaluation of the Centre is under way.

PAP/RAC has carried out impressive and appreciable work (guidelines, a white paper, the CAMPs manual, training) as required, although the potential of (CAMPs) coastal area management projects in promoting sustainable development policies which has not been fully exploited in practical terms. Integrated coastal area management (ICAM) remains a crucial issue within the MAP and calls for a new vision and new operational methods.

REMPEC is widely recognized as a Centre of excellence and its scope has been extended following the negotiations and adoption of the new Prevention and Emergency Protocol. For 20 years, it has limited itself to preparations for combating accidents, but it now covers a whole series of maritime risks, is preparing a strategy for the implementation of the Prevention and Emergency Protocol, and has obtained MEDA support for a project on port reception facilities.

The RACs do not all have the same legal status and their budgetary allocations vary. There is a need for harmonization and a more balanced budgetary allocation. In general, their financing has become more balanced over the past few years. In the case of MED POL, which is also responsible for implementing a Protocol, its budget has been greatly reduced in recent years, although this is not evident at the moment because of the amounts it has received under the GEF and French GEF projects, which go to MED POL budget line.

An important general weakness of the Centres is that they focus on projects for which they receive financial support (MEDA, MEDSTAT, GEF, etc.), then when the projects reach their agreed term the Centres prefer to go on to another venture with poor follow-up of the previous project.

The terms of reference of two Centres, BP/RAC and CP/RAC, date back a long way and should be revised. PAP/RAC's terms of reference should focus exclusively on ICAM.

The Centres are viewed by countries and partners as technical structures, and rightly so, because they do not have the political authority of the Coordinating Unit. The Coordinating Unit should therefore envisage giving the RACs increased support and follow-up for a whole series of issues of a more political nature. On the other hand, there is a feeling that the Centres that are responsible for legal and international obligations should work under international status.

The two remaining RACs (CP/RAC and ERS/RAC) were not covered by any evaluation because they have simply been placed at the disposal of MAP by Spain and Italy respectively and MAP is not directly responsible for them. The future of the Historic Sites programme has been broadly discussed and it has been concluded that it should be transferred into a cultural heritage programme.

The question of setting up new Centres following proposals by countries is no longer on the agenda.

### **3.4 MAP management**

From an institutional point of view, the MAP structure is substantial and rather costly in terms of personnel; even though the proportion of the budget spent on personnel was reduced during the last biennium.

MEDU consists of 9 professionals, including MED POL. It is obvious that there is a discrepancy (a scissors effect) between the tasks given to the Secretariat and the allocation of financial resources. This could easily lead to a superficial or cosmetic approach to some issues, especially in the field of sustainable development, which should be avoided.

With a view of addressing the Johannesburg agenda as well as the regional Mediterranean Strategy for Sustainable Development, the following administrative improvements could help:

- an internal re-dimensioning of the overall MAP, including the RACs, will be needed and should take place;
- the creation of a new full-time professional post within the Secretariat to deal mainly with the preparation of the MSSD and preparation of the working sessions of the MCSD based on the priorities established by the Contracting Parties.
- the provision by the Contracting Parties of additional staff through secondment such as JPO, etc.

Such a re-dimensioning should take into account the actual level of financial resources from contributors, which cannot be substantially increased. Thus, the redimensioning might be oriented as follows:

- Filling the present gaps (energy, governance, economy, etc.)
- Harmonizing, clarifying and streamlining the responsibility within MAP system
- Pooling the positions to assure the optimum synergy within MAP system itself.

Annex I provides data related to the budget allocations of MAP resources (MTF and external)

### **3.5 The MAP National Focal Points System**

Future challenges could not be met without an active contribution from the system of MAP National Focal Points. In view of the extent of the programme, the importance of the role played by the MAP National Focal Points is currently even more evident. The system of MAP National Focal Points should function on a pyramid basis to include the RACs and programme or specific project focal points under the guidance of the MAP National Focal Points.

In light of the above, the role of the MAP National Focal Points might usefully consist of:

- Ensuring and coordinating the active participation of the parties in regional institutional and technical activities (through the nomination of appropriate experts with the necessary background).
- Communicating on a national level the decisions, recommendations and relevant information under MAP and vice versa, including the fulfillment of obligations by countries.
- Ensuring the coherence of national priorities, policies and plans with regional priority planning under MAP, by contributing to the fulfillment of national obligations under MAP system and facilitating fund-raising for their implementation.
- In addition to the incoordination role within Ministries of Environment, inter-sectoral coordination, including closer communication with other international and regional programmes, would be one of the most important tasks of the MAP National Focal Points.
- Coordinating and undertaking public awareness activities and the dissemination of information about MAP at the national level.

In this context, assistance could be provided by the Secretariat to countries to:

- maintain links with other ministries and sectors;
- make known MAP and its components;
- disseminate information for public awareness activities;
- facilitate the communication; and
- improve reporting capabilities.

On the other hand, the Secretariat should send detailed information about the expertise required on the national level and the background required by experts to help the National Focal Points to propose or nominate appropriate experts in a timely manner.

### **3.6 Partnerships and synergy**

MAP occupies an important role in the region and is increasingly being considered as a politically and technically reliable partner by other institutions, organizations and programme. Efficient and mutual partnerships could contribute strongly to MAP's political and technical visibility.

#### 3.6.1 Cooperation with the European Commission

As mentioned in chapter 2.2 relating to the new political context in the European Union, it is necessary to seize the opportunities afforded by recent political and legal developments, which will lead to an administrative restructuring within the European Commission, by creating close links with those responsible for relevant policies in Brussels, establishing Focal Points within the corresponding structures and showing greater political ambition.

MAP's cooperation with the European Union should be organized to address the following themes:

1. the Water Frame Work Directive in its interaction with the LBS and SPA and Biodiversity Protocols;
2. the European Strategy for the Protection of the Marine Environment
3. the implementation of the Erika I and II packages in relation to the new Prevention and Emergency Protocol and the future strategy that MAP will adopt for its implementation;
4. the European strategy for the management of the coastal zone
5. the Euro-Mediterranean process and the involvement of MAP in its implementation.

The last theme is covered by several decisions that still have to be materialized (the Athens Declaration, 2002). Cooperation on the four other topics should be outlined and developed.

Finally, MAP and the European Union should cooperate to ensure that the main issues are taken into account in the *acquis communautaire* of future candidates. .

#### 3.6.2 Cooperation with funding instruments

MAP has obtained external funding that represents an important element in its action. The principal financial sources are GEF, MEDA and FFEM. This action has to be further developed.

As highlighted in chapter 3.2, MAP and the RACs need to establish efficient communication with funding agencies. The donor community has established several funding and programming facilities available for Mediterranean countries. MAP has to be more familiar and to follow up developments in the region in relation to the funding facilities under several regional and bilateral programme and organizations:

- SMAP/MEDA;
- CARDS Regional and CARDS National (Community Assistance for Reconstruction, Development and Stabilization) available for Mediterranean Balkans Countries;
- REReP (the Regional Environmental Reconstruction Programme) that provides a donor coordination framework for environmental actions in South-Eastern Europe (including Mediterranean Balkans countries) and targets institutional and civil society

- reforms to create the conditions for sustainable environmental improvements in this region;
- LIFE.

On the other hand, MEDU and the RACs need strengthening and appropriate support, thereby enabling them to provide the necessary technical assistance to countries in preparing priority and quality project proposals, to be successfully supported by the funding instruments with adequate financial and human resources. For this purpose, MAP's structuring needs to be changed and improved. Better communication and coordination between MAP National Focal Points and other programme and donors has to be promoted.

### 3.6.3 Cooperation with IGOs and other Conventions

Since its establishment, and especially during its second phase, MAP has closely cooperated with IGOs dealing with marine environment protection and sustainable development. The Barcelona system is generally coherent with other regional and global Conventions. However, cooperation with other conventions has to be sustainable.

Regarding cooperating with other Conventions and programme, the main focus should be on global Conventions, especially those arising out of Rio that were of special interest to the Mediterranean (Biological Diversity, Desertification), programme for neighboring seas (Red Sea, Black Sea), giving particular consideration to drawing up more politically-oriented memorandums of understanding that will lead to practical action and maintain optimal cooperation with European Conventions.

Cooperation could be oriented as: (1) attendance to the regular meetings of the above bodies, which only a Secretariat such as that of MAP could ensure, within the limits of its resources and staff, and which is not always productive except in terms of image; (2) cooperation among Secretariats to identify mutual areas of interest and to create synergy, which has led to the signature of memorandums of understanding (Ramsar, Convention on Biological Diversity, the Red Sea Programme), although this type of cooperation needs to be better organized and strengthened;

Cooperation with UNEP, especially in the Regional Seas Programme, UNECE (United Nations Economic Commission for Europe), the process in Environment for Europe which follows the cross cutting issues such as public participation, information, Environmental Impact Assessment (EIA), Strategic Environmental Assessment (SEA), liability and compensation, reporting, compliance and enforcement, and technical standards, with the Council of Europe in relation to the Berne and Landscape Conventions, along with other UN Conventions requires more dynamism. In view of these developments, MAP should rationalize its cooperation by carefully choosing its partners with the criteria of effectiveness and harmonization.

Within MAP, biological diversity is a special case because cooperation with the relevant Conventions and institutions (Bonn, Bern, Ramsar, IUCN, WWF, etc.) have been handed over entirely to the SPA/RAC in Tunisia, which is essentially a technical centre and managed by a national authority with a regional vocation. Because SPA/RAC does not have the international status needed, it might not have the authority to negotiate with other institutions and Conventions or to ensure respect for the SPA and Biological Diversity Protocol. It is, nevertheless, the area in which international and regional law has developed the most. The Centre is currently being evaluated and should provide some answers, while an intermediate international status could eventually be envisaged.

Regarding relations between the regional Protocols and the parent Conventions (for example, the Izmir Protocol/Basel Convention) and whether or not new instruments should

be prepared on liability and compensation or on coastal management. It would be reasonable that the decisions should be based on feasibility studies that show the added value to be gained by the Mediterranean.

#### 3.6.4 Cooperation with civil society

Cooperation with civil society and NGOs has evidently improved during these last years. However, cooperation with business and private companies is still very limited and remains one of the most critical issues within the context of the MCSD. Cooperation with the scientific and academic community is steadily improving.

CP/RAC could be entrusted to play an important role in setting up links with the business world and economic circles. However, the platform for cooperation with civil society has to be included in the MSSD and the MCSD umbrella.

### **3.7 MAP visibility**

#### 3.7.1 Assessment documents

MAP and RACs have produced some data and assessment documents dealing with the state of the environment, scientific assessments, the TDA, the legal and institutional framework of MAP, several important guidelines, the strategic review of the sustainable development in the Mediterranean, etc. The production of this information is abundant but is not being properly planned on a medium- and long-term basis. The global quality of these documents still needs to be improved on and to be in line with the average quality in Europe.

Despite the achievements, the cooperation between Mediterranean scientific institutes, the Centres and programme need to recognize other dimensions. The scientific community is partly reached through these documents and the MAP Technical Reports series.

A better medium- and long-term coordination and planning, including the budget allocation, within MAP (MEDU, MED POL and the RACs) needs to be properly managed within a given timeframe of the preparation, translation and production processes. A proactive attitude of MAP structures has to be strengthened following the experiences of other bodies and programmes dealing with regional and global assessment.

Within this positive trend of the abundant production of such documents, unfortunately, in the global assessments documents dealing with e.g. biodiversity, pollution, etc., the Mediterranean dimension is either lacking completely or is partially ignored.

The quality of MAP publications still needs to be improved, should be made more consistent, appear on a regular basis and be properly planned. Greater contributions should also be made to evaluations made by other organizations (GEO-3), documents should be prepared jointly with influential partners so that they could be better known (for example, the EEA-MAP Mediterranean evaluation report), and some lacunae should be remedied (for example, on maritime traffic in the Mediterranean).

#### 3.7.2 Information

MAP has only recently considered information as a priority. MAP visibility was mostly limited to Ministries of Environment and National Focal Points;

The new strategy on information has to explore and propose ways on how the information could be better promoted towards civil society, using a more proactive approach by targeting a wider public including the scientific community, etc.

Despite the achievements, the quality of the MAP website, needs improvement by developing its interactive nature and links to other sites, programmes and partners, providing all the legal texts of the Barcelona system in MAP's four working languages, collecting statistics on the number of hits, and envisaging publication of "Medwaves" in PDF format so as to reach a greater number of readers.

#### **4. Draft-recommendations**

##### 4.1 Implementation of the Convention and related Protocols

Parallel with the reporting exercise, a platform for establishing an implementation review or compliance control mechanism is strongly recommended. The legal assistance to countries has to be allocated accordingly in order to help them fill the gaps and achieve compliance.

MAP and the European Commission should cooperate in the process of developing legislation with the Mediterranean countries that have already acceded, are candidates or potential candidates to join the European Union, with a view of finding synergies and mutual values for all the Mediterranean region, MAP and European Union.

RAC/SPA, REMPEC and MED POL in dealing with the implementation of specific protocols have to be better supported within the context of MAP.

## **4.2 MAP's response to sustainable development**

In light of the Johannesburg agenda the following recommendations are advisable:

### 4.2.1 MAP structures

#### **Institutional steps:**

It is advisable to separate and differentiate on the basis of the vocation and specific mandate the responsibilities and tasks amongst MAP structures in terms of activities dealing with sustainable development. In this regard:

- MEDU should coordinate the involvement of actors and partners in the activities of the MCSD and should bear responsibility for the overall coordination of the MSSD and the day-to-day activities of the MCSD;
- MEDU should delegate to the competent Regional Activity Centres the management and preparation of the core thematic work.
- CP/RAC should be converted into a Centre for enterprise and sustainable development with the vocation to cover the economic activities more effectively, focusing mainly on industry, tourism and services;
- The Blue Plan based on its experience with the *Environment and development report* and its capacities and networks, could be entrusted with the conceptual work for the preparation of the MSSD;
- MED POL, PAP/RAC and SPA/RAC should be more involved in these activities.

#### **Administrative steps:**

In view of the above :

- a. An internal re-dimensioning of the overall MAP, including the RACs, might be needed with the aim of:
  - filling the present gaps (energy, governance, economy, etc.);
  - harmonizing, clarifying and streamlining the responsibility within the MAP system;
  - pooling the positions to assure the optimum synergy within MAP system itself.
- b. A new post could be created in the interior of the Secretariat to deal with the preparation of the MSSD and coordination of the working sessions of the MCSD.
- c. The parties are invited to provide other professional staff through secondment such as JPO, etc.

#### **Thematic activity of the MCSD:**

The following recommendations might be useful to optimise the thematic activity of the MCSD:

- The activity of the MCSD could be based on the agenda of the UNCSD addressing in particular those themes that are of Mediterranean interest and thus assisting the Mediterranean countries in implementing the global agenda on sustainable development.

- The Contracting Parties could recommend at their ordinary meeting a set of thematic priorities for each biennium.

The Contracting Parties might find useful to reflect promptly<sup>2</sup> upon the need for a change in the mandate of the MCSD in terms of its composition and tasks, with a view to rationalizing activities and improving sustainability of its outcomes.

#### 4.2.2 MCSD composition and cooperation

The MCSD, through its partnership Initiative Type II, should establish links with the UNCSD particularly on the thematic priorities. Thus, it would make it easier to mobilize actors from the desired ministries and institutions by conferring the label and authority of the United Nations body on its work.

With a view to respect the specific feature of the MCSD, which is an advisory body to the Parties, and avoid confusion with the political role of the National MAP Focal Point, it is advisable that the Contracting Parties are represented at the MCSD by their experts, who are nominated on the basis of their personal expertise, thus being in a position to cover the issues of sustainable development, and, to the extent that is possible coming from the national commissions on sustainable development and socio-economic sectors.

In the perspective of the eventual change to the mandate of the MCSD by the Contracting Parties, it is advisable to prepare the Terms of reference and criteria for the composition of the MCSD with a view to ensuring high level and broad inter-sectorial representation

### **4.3 MAP partnership**

The relations of MAP with the European Union need to be strengthened and reorganized possibly on the basis of a memorandum of agreement covering all the sectors of cooperation.

Cooperation with funding instruments and agencies needs to be based on synergy, coordination and programming sustainability. The preparation of a strategic paper formulated in close consultation with the National MAP Focal Points is advisable.

Studies focusing on practical action and projects, particularly pre-investment studies, should include a financing component in order to ensure the success of donor conferences.

Due to its specific mandate related to the implementation of SPA Protocol, SPA/RAC might need to be given the status of an international Centre. In this context, the Coordination Unit in relation with the Government of Tunisia and UNEP could submit a proposal to the Bureau during the next biennium.

MAP should strengthen its cooperation with Global conventions and the regional ones addressing horizontal and cross cutting issues including their relevant programmes of implementation. A special consideration should be given to make use of the outputs of the Process "Environment for Europe"

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<sup>2</sup> This point remained open during the discussions

#### **4.4 MAP National Focal Points System**

It is advisable to:

- define MAP Focal Points tasks promoting inter sectoral coordination, fund-raising coordination and a higher MAP visibility on a country level.
- envisage an assistance programme to support MAP National Focal Points in ensuring intersectorial coordination with other programmes and fields, and carrying out activities to increase MAP visibility on national level.

#### **4.5 MAP visibility**

A proactive attitude of MAP structures has to be strengthened following the experiences of other bodies and programmes dealing with regional and global assessment.

The quality of MAP publications could still be greatly improved and should be made more consistent, appear on a regular basis and be properly planned.

#### **4.6 MAP information**

It is recommended to further increase and widen the links to the MAP website by more organizations concerned with activities directly or indirectly related to MAP mandate, as well as to ensure a more frequent update of this site and elaborate periodical statistics on reach of the website. Medwaves to be disseminated through the Web.

It is also recommended to further increase and follow up direct contacts with communication and media professionals in the region, through the organization of workshops and briefing meetings and the regular exchange of information, among other activities.

It is recommended that MAP should further include activities on information, awareness and public participation in its various projects and programmes.

**Annex I**  
**MAP Activity Indicators**

## Comparative Table

## REGIONAL AND GLOBAL ENVIRONMENTAL CONVENTIONS

REGIONAL SEAS CONVENTIONS	Time of adoption	Entry into force	Status of Update	Number of affiliated instruments	Affiliated Instruments in force	Number of Parties	Scientific/ Technical Bodies	Advisory Bodies
OSPAR	1972	1978	1992	5	2	16//16	Yes	no
HELCOM	1974	1980	1992	7	7	10//10	5	yes
BARCELONA CONVENTION	1975	1978	1995	6	1	13//22	yes	yes
BLACK SEA	1992	1994	no	3	3	6//6	no	no
CARIBBEAN REGION	1983	1986	no	3	2	18//21	no	no
EASTERN AFRICAN REGION	1985	1996	no	2	2	6//8	no	no
KUWAIT REGIONAL CONVENTION	1978	1979	no	4	3	8//8	no	no
RED SEA AND GULF OF ADEN	1982	1985	no	1	1	7//7	no	no
SOUTH PACIFIC REGION	1986	1990	no	2	2	12//15	no	no
SOUTH EAST PACIFIC REGION	1981	1986	no	5	5	5//5	no	no
WEST AND CENTRAL AFRICAN REGION	1981	1984	no	1	1	10//13	no	no
ESPO CONVENTION	1991	1997	no	1	0		yes	n.a
LRTAP	1979	1983	no	7	4	48	yes	yes
ECE Water Convention	1992	1996	no	1	0	33	yes	yes
UNFCCC	1992	1994	no	1	0	186	yes	yes
Vienna Convention	1985	1988	no	5	5	184	yes	yes
Biodiversity Convention	1992	1993	no	1	0	183	yes	yes
Basel Convention	1989	1992	no	2	0	151	yes	yes
CMS	1979	1983	no	6	5	79	yes	yes
RAMSAR CONVENTION	1971	1975	no	3	2	131	yes	yes

### Environmental Legal Frame, Policy Programming and Implementation on National Level\*

	Albania	Algeria	B&H	Croatia		Cypus	Egypt	EU	France	Greece	Israel
<b>Legal frame</b>	6	8	7	8		8	5	8	7	8	4
<b>Policy or action plans</b>	6	8	3	8		8	6	6	8	8	8
	Italy	Lebanon	Lybia	Malta	Monaco	Moroco	Slovenia	Spain	Syria	Tunisia	Turkey
<b>Legal frame</b>	6	3	6	5	7	5	8	8	2	8	6
<b>Policy or action plans</b>	8	8	4	8	6	6	7	8	7	8	6

\* The above data are extracted from the Strategic Review for Sustainable Development in the Mediterranean Region, published in 2001 by UNEP/MAP under the MCSD frame. The data shows the number of topics addressed at the national level (by the legal frame and policy programming or implementation) out of 8 topics as follows:

Pollution of Marine Environment,  
 Pollution of Coastal Waters,  
 Monitoring the quality of marine environment,  
 Regulation of Maritime Activities,  
 Air Pollution,  
 Continental Waters,  
 Soil Management and Conservation,  
 Management of Solid Waste.

# PERFORMANCE INDICATORS OF THE MAP INFORMATION OFFICE



## 1. MAP website:

### 1.1. Links within the MAP website:

Number of links from MAP web site to outside regional and international organizations: 605

### 1.2 MAP presence on the Web

Number of citations of Mediterranean Action Plan in the Web: 4,330

### 1.3 Organizations linked to MAP website:

Number of organizations web sites that link to the MAP web site: 89

## 2. Publications:

Over the period of two years (2001-2002), MEDU generated, prepared and produced the following publications:

2.1 General and thematic publications: 24 in English, 23 in French, and 20 in Arabic (total: 67 in the three languages, plus an additional one also in Spanish).

2.2 MAP Technical Reports Series: seven issues of MTS with a total of 11 volumes

Total production and printing in all languages: 79

## 3. Dissemination:

3.1 General: MAP has disseminated its publications to over 1,700 recipients.

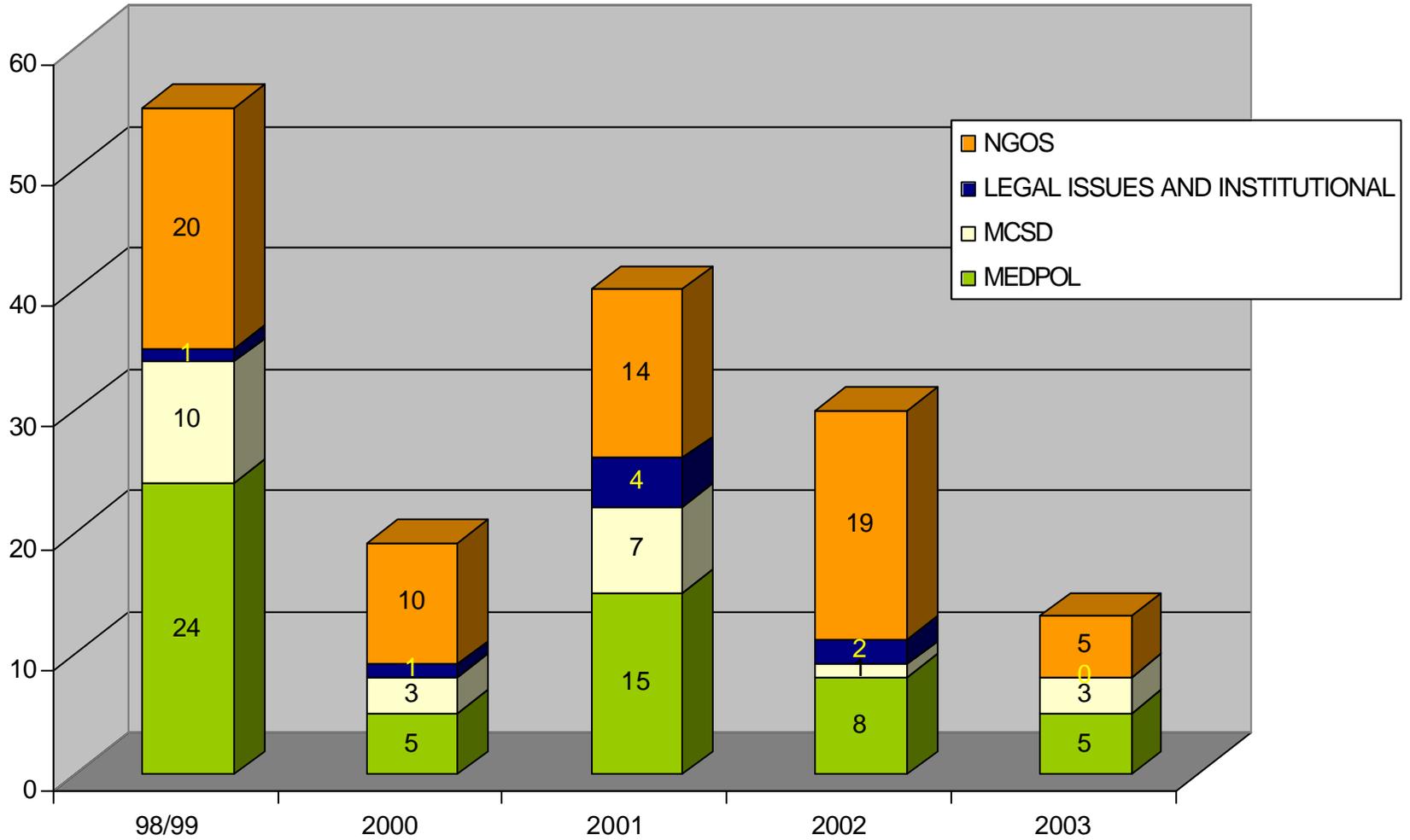
3.2 Media: through its Media Network, MAP has disseminated its publications and information tools to 378 communications professionals, editors, and publishers.

Total recipients of MAP publications: 2,078

These figures do not/not include the dissemination of MAP publications during all MAP meetings, through the Regional Activity Centres and other recipients of multiple copies or to MEDU visitors, an estimate of which is not available.

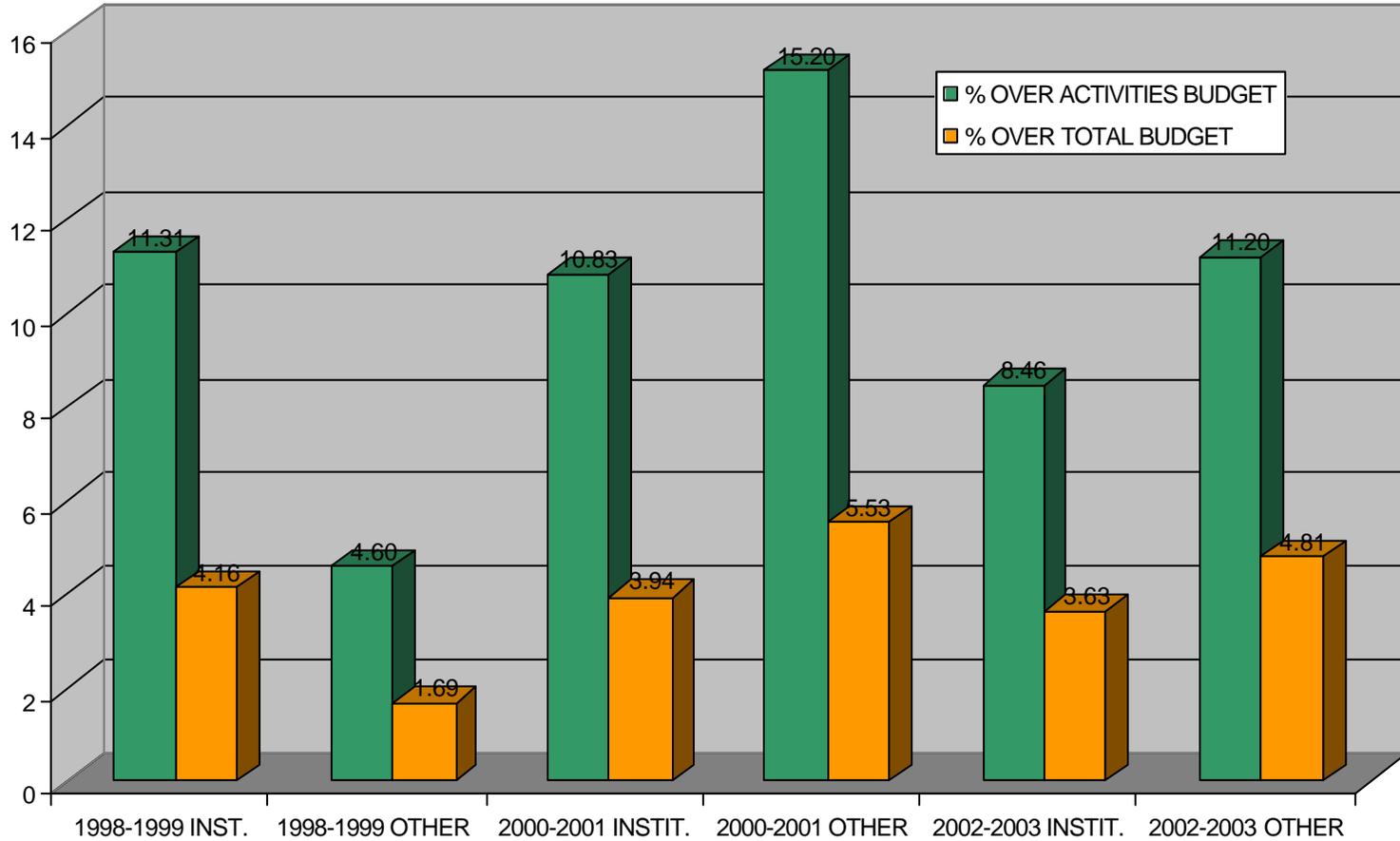


# MoU WITH PARTNERS

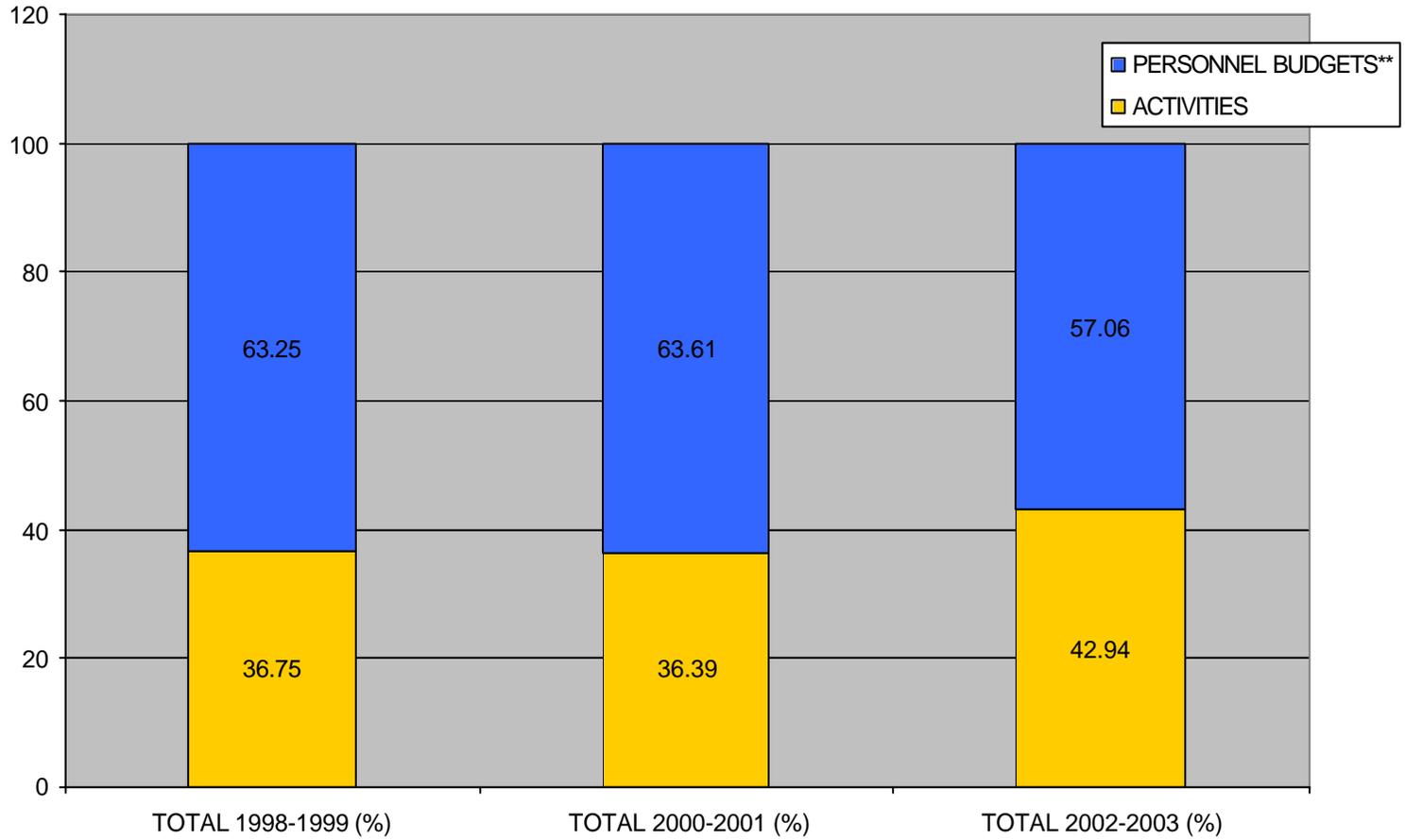


## RESOURCES MANAGEMENT

### PERCENTAGE OF BUDGET FOR MEETINGS AS APPROVED BY THE CPs 1998-2003



## PERSONNEL BUDGETS\* and ACTIVITIES over MAP BUDGET TOTALS\*\*

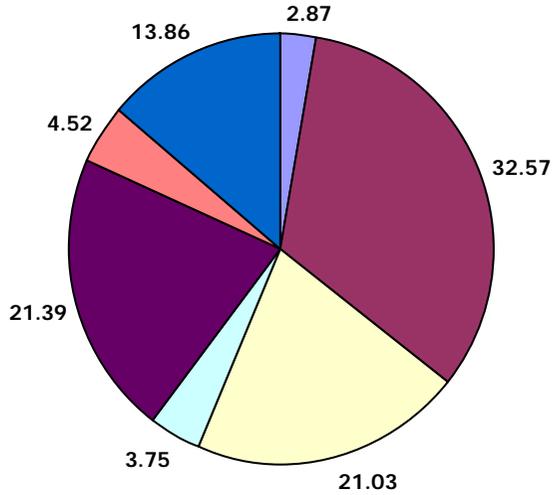


\*includes \$400,000 Greek counterpart contribution to MEDU

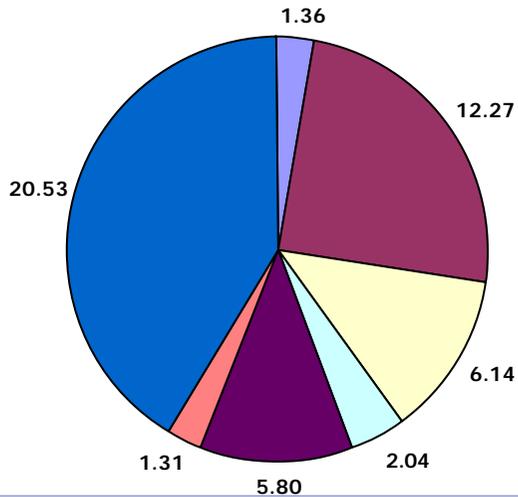
\*\*excluding PSC

# ASSISTANCE TO COUNTRIES STRUCTURE & PERCENTAGES OF RELATED ACTIVITIES AS APPROVED BY CPs FOR MAP 1998-2003 (% over total budget activities of MAP)

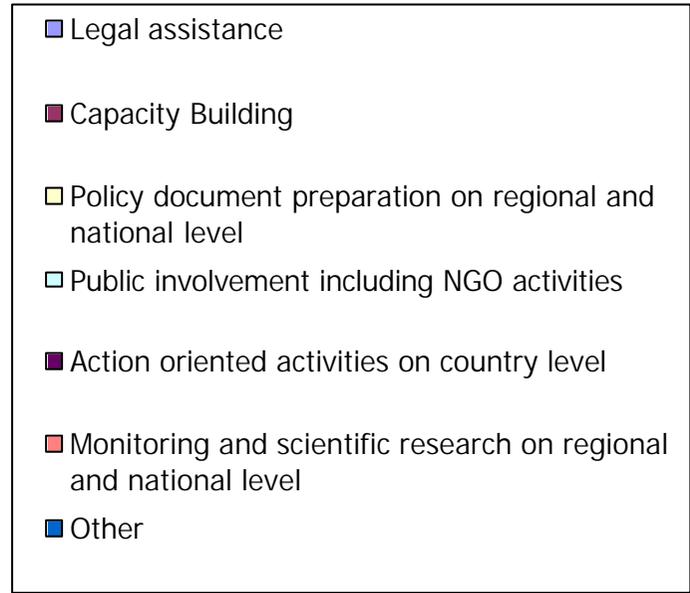
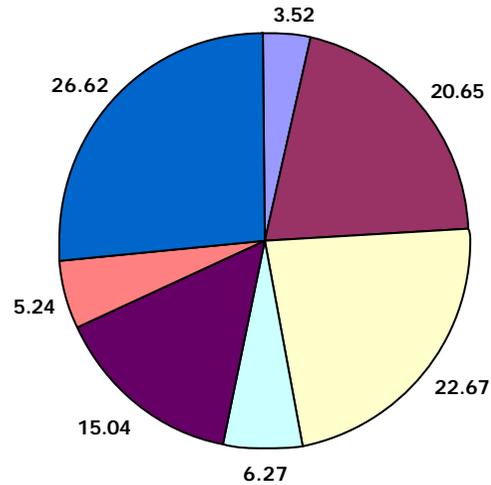
% over total activities of MAP 98-99



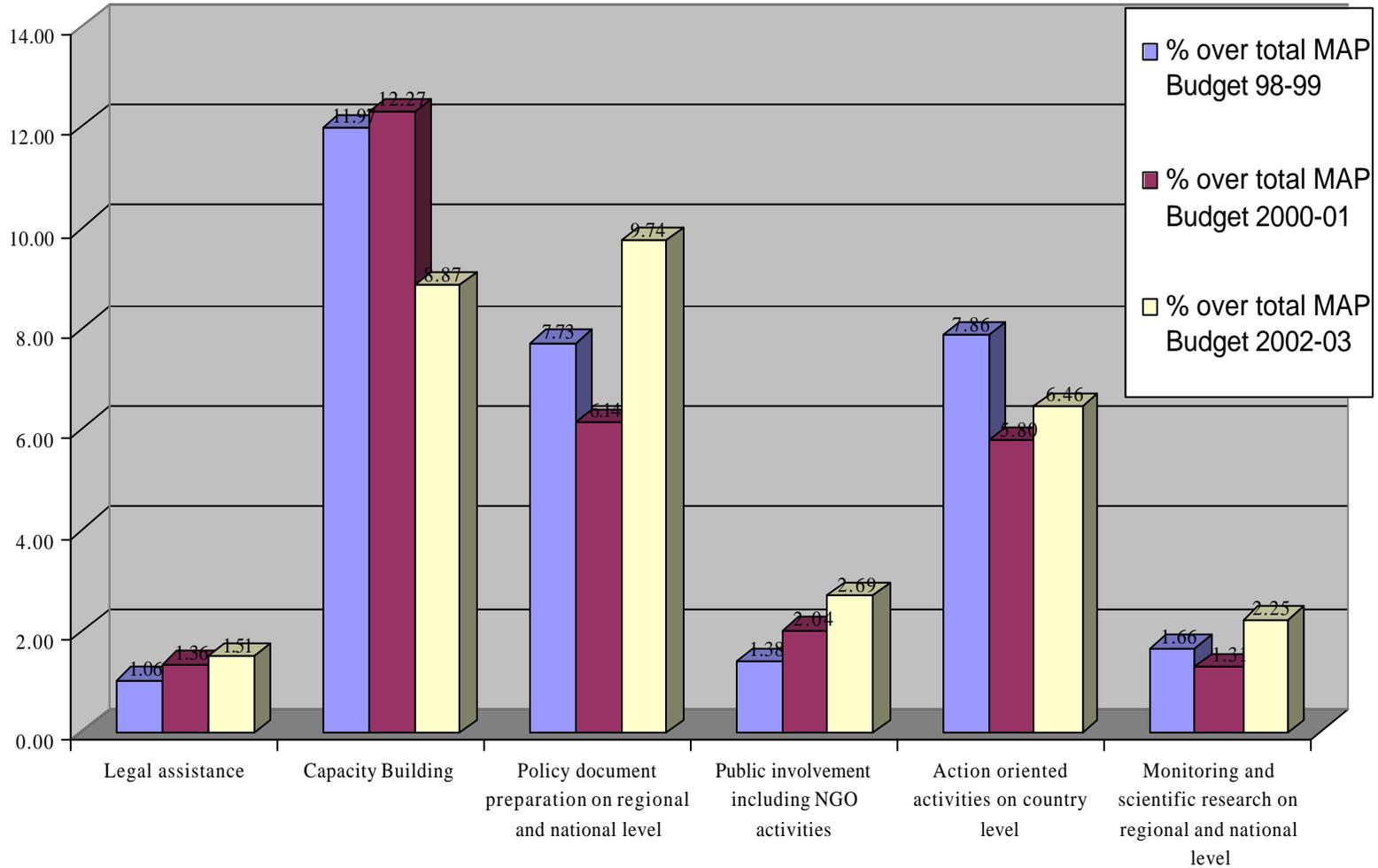
% over total MAP Budget 2000-01



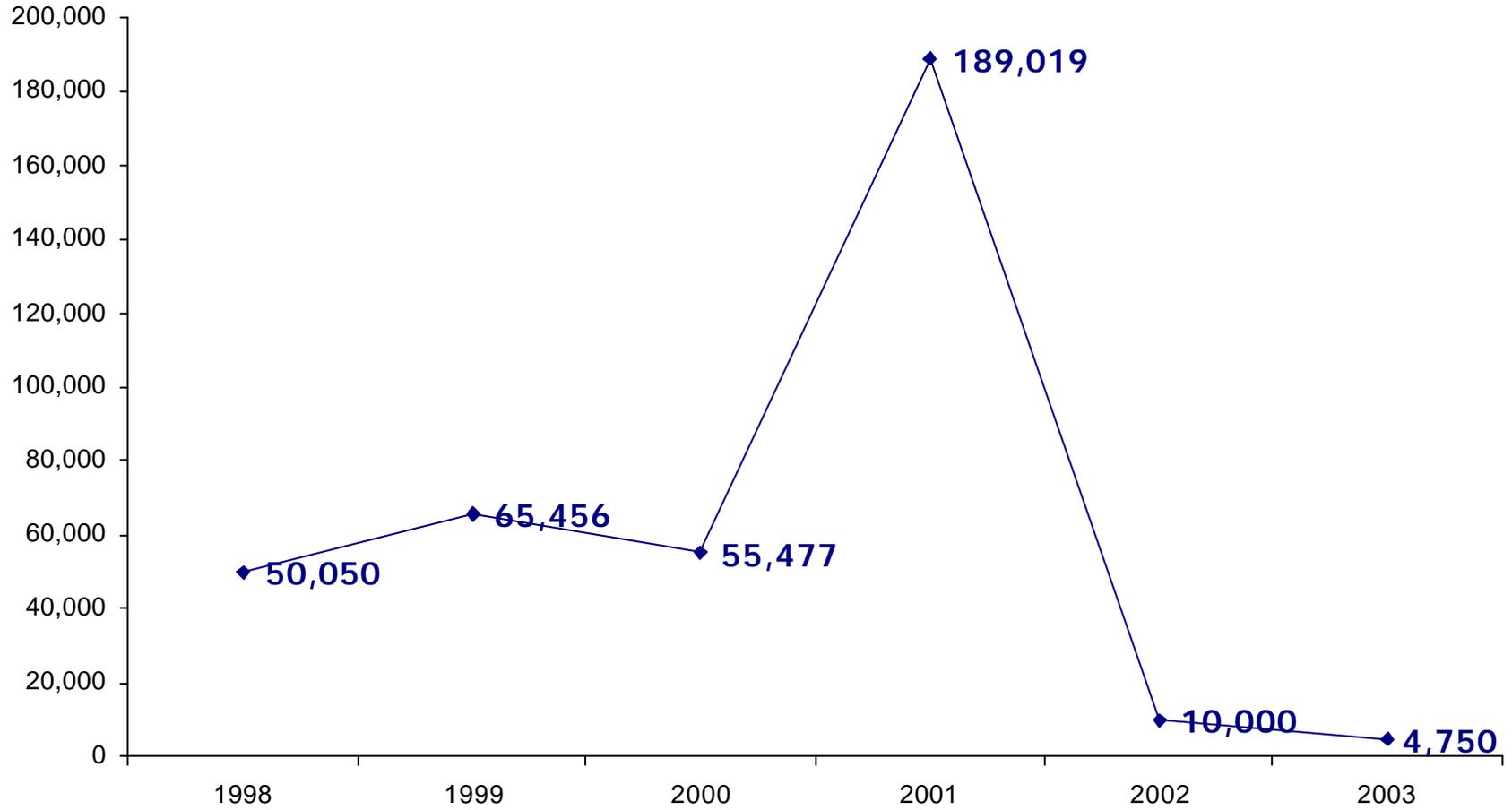
% over total activities of MAP 02-03



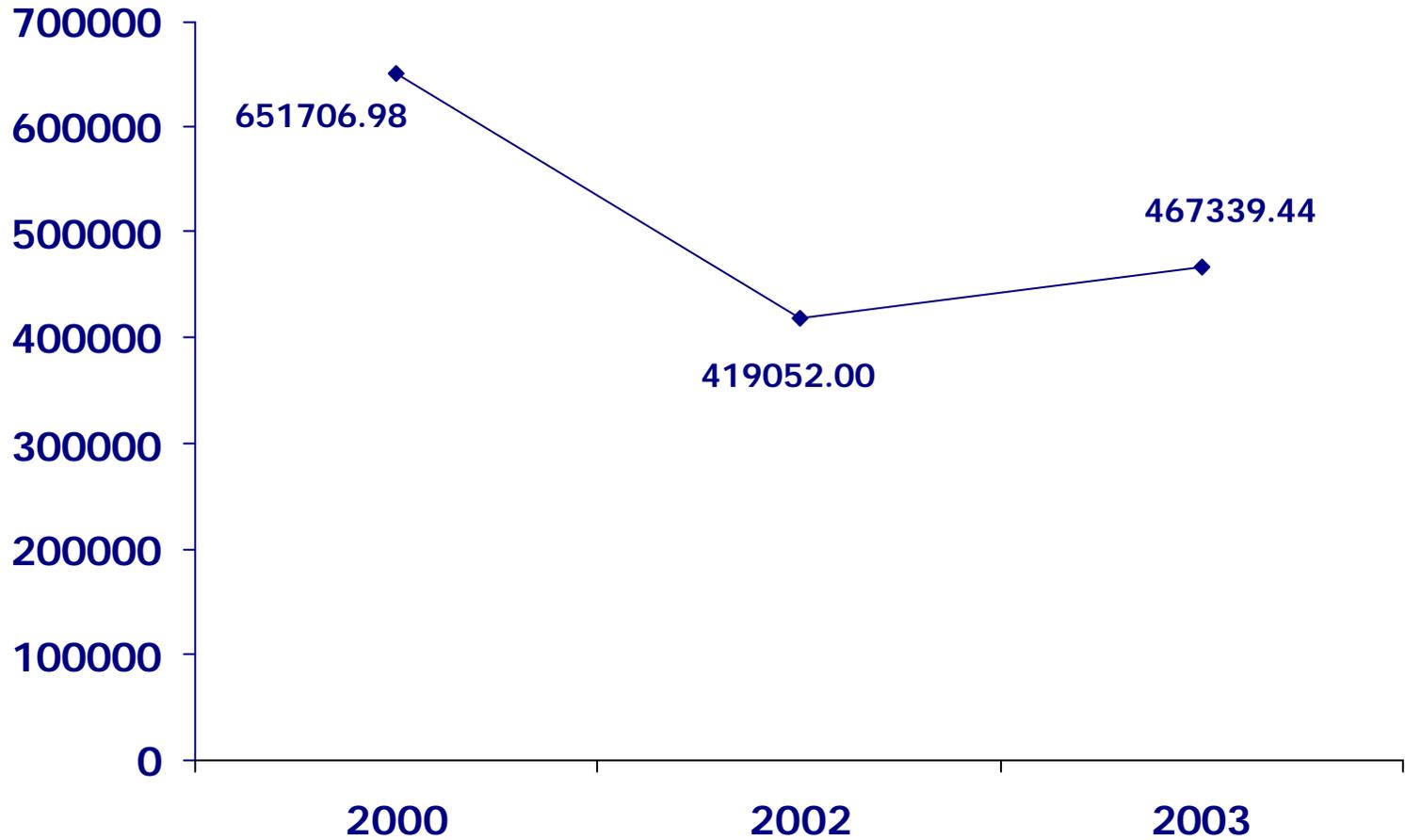
# ASSISTANCE TO COUNTRIES STRUCTURE & PERCENTAGES OF RELATED ACTIVITIES AS APPROVED BY CPs FOR MAP 1998-2003 (% over total MAP Budget)



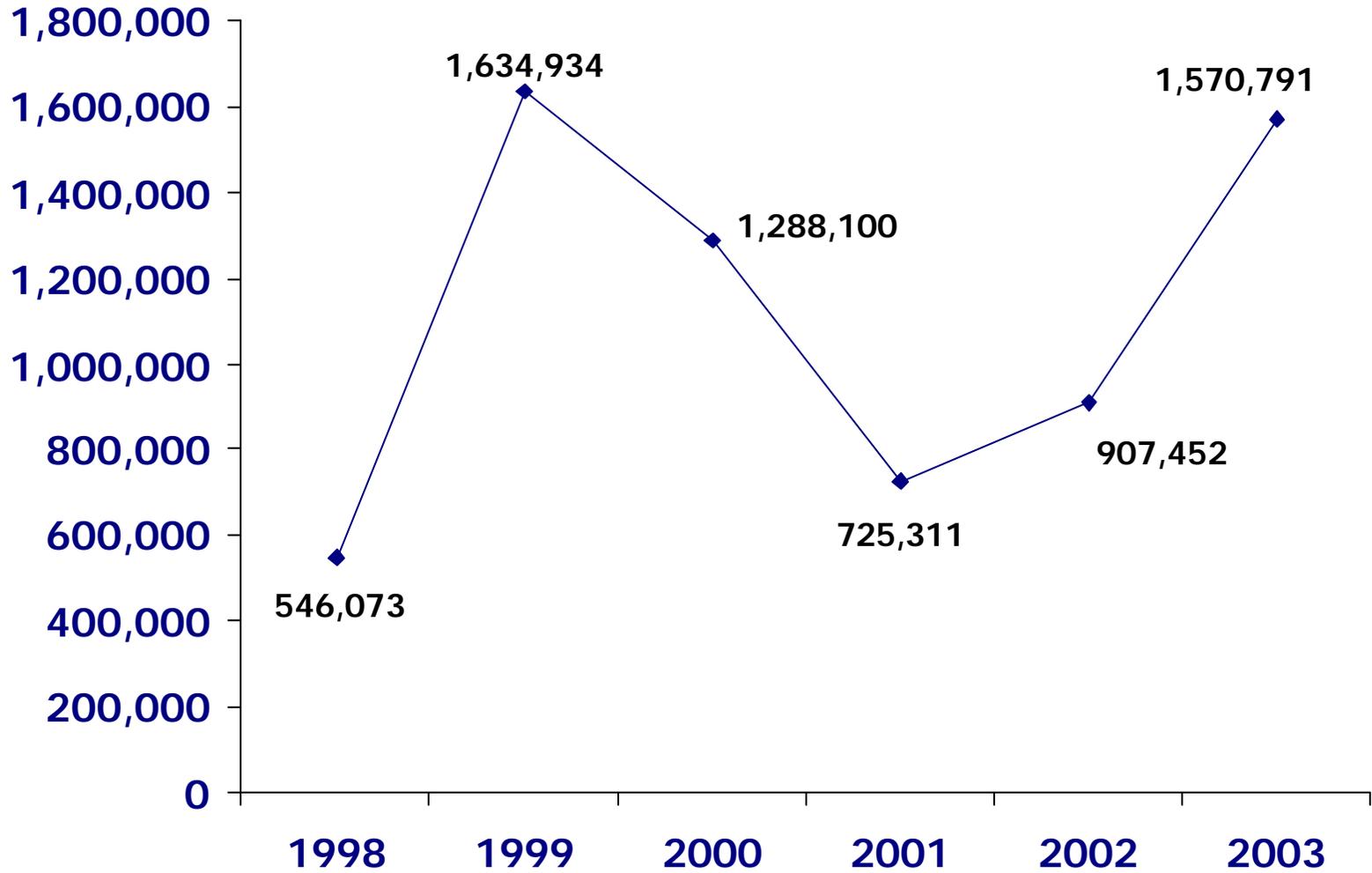
## MEDU EXTERNAL FUNDING 1998-2003



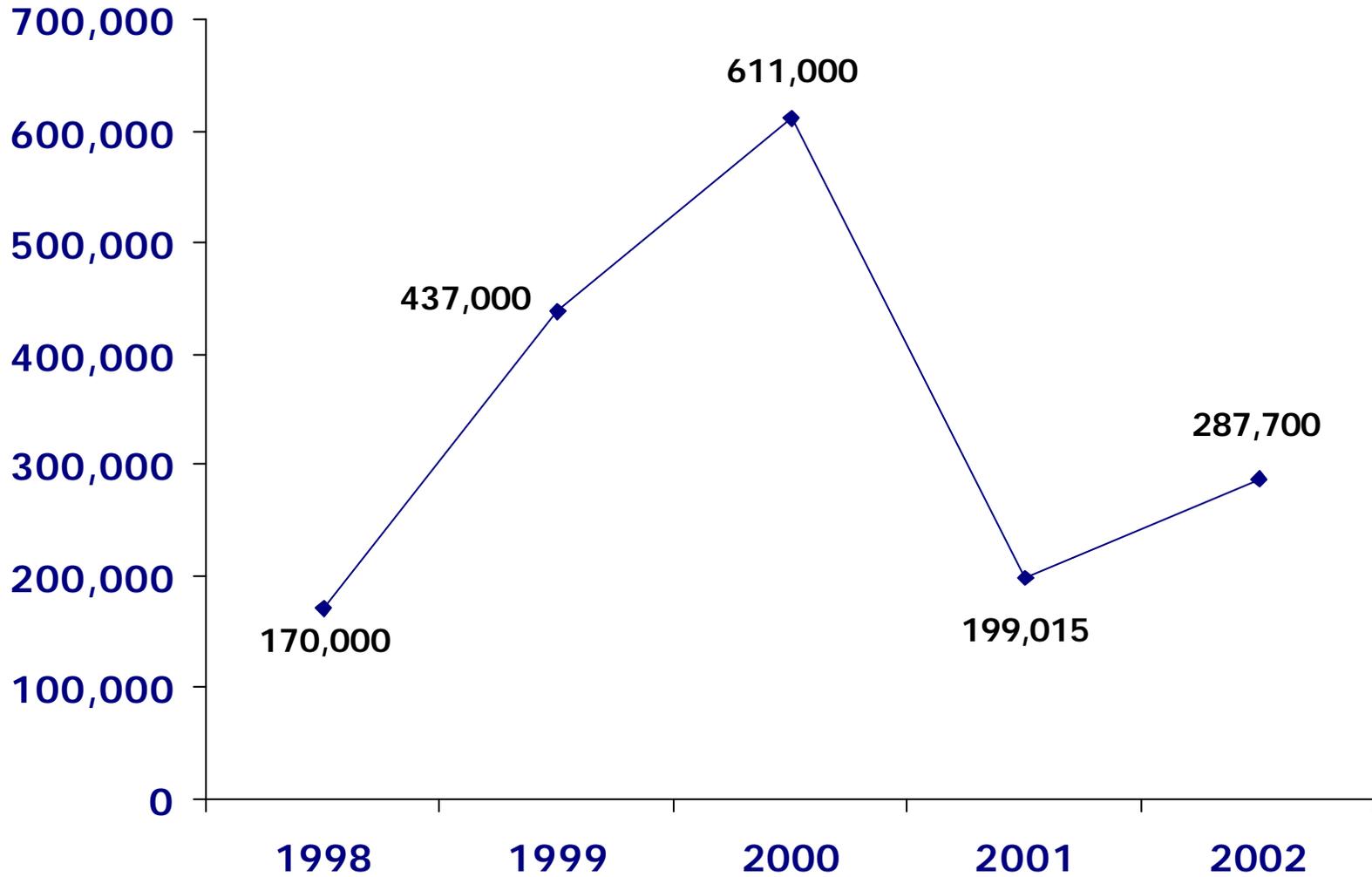
## REMPEC EXTERNAL FUNDING 1998-2003



# BP/RAC EXTERNAL FUNDING 1998-2003



# PAP/RAC EXTERNAL FUNDING 1998-2003

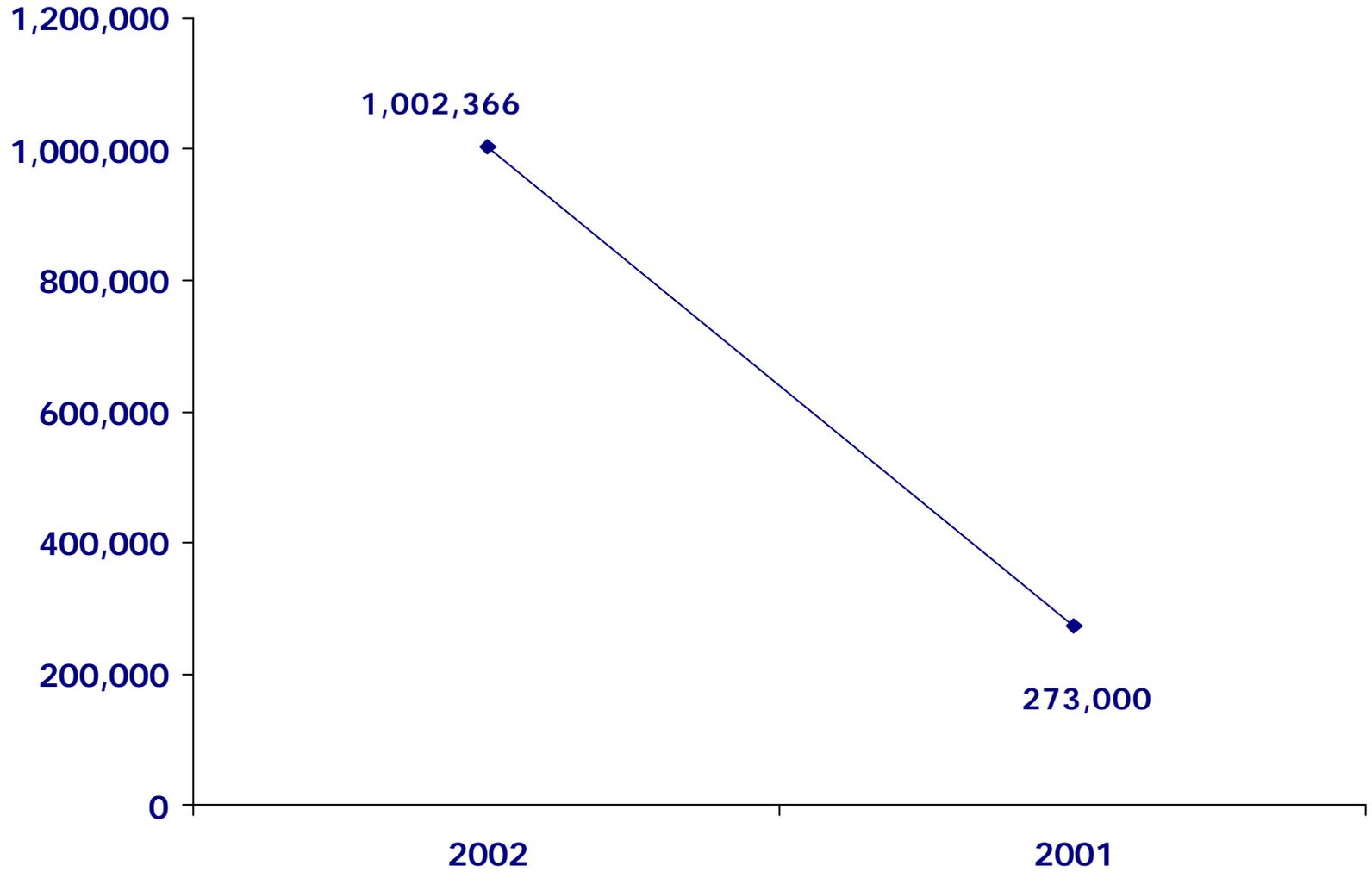




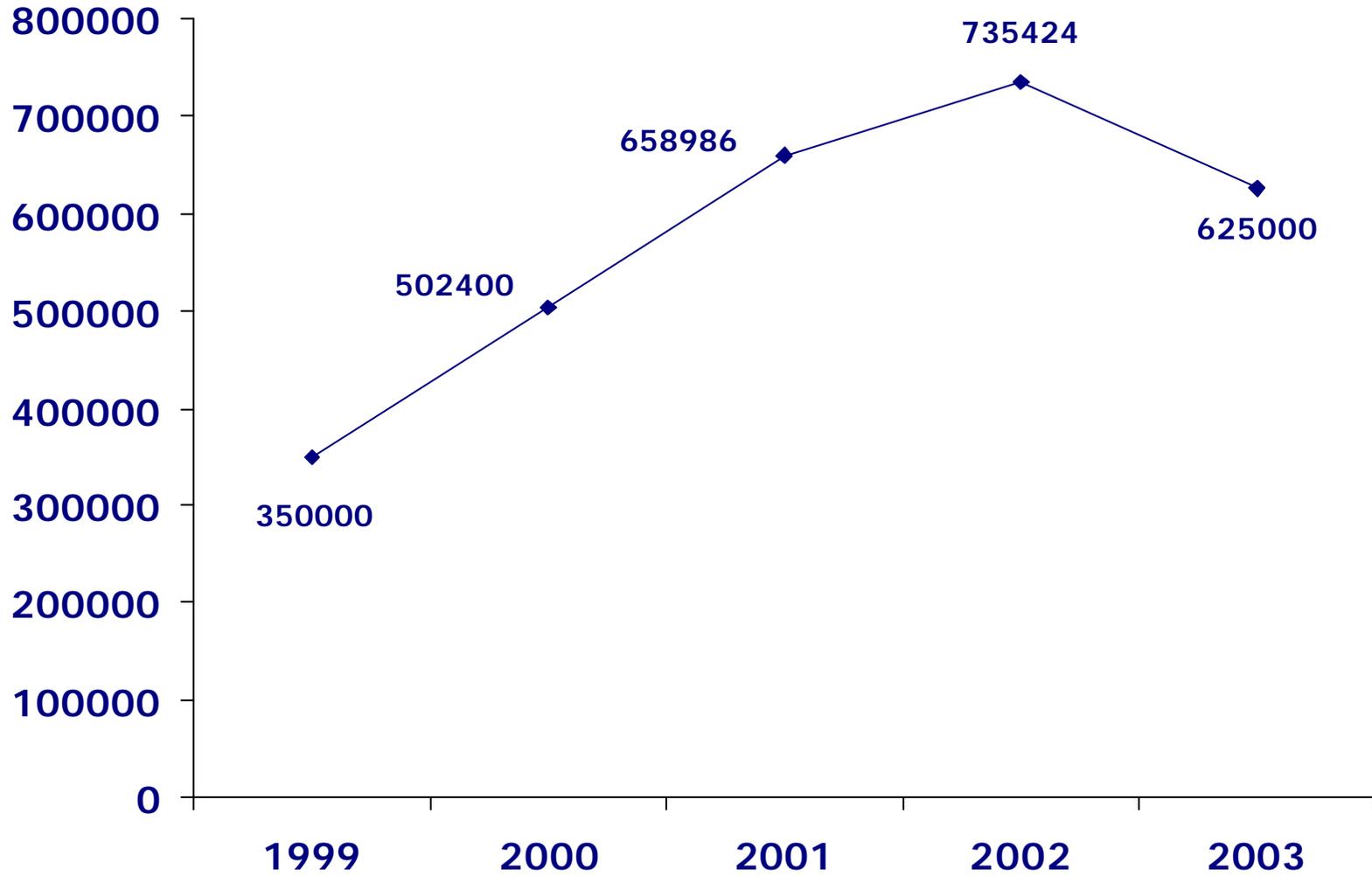
**UNEP / MAP**

United Nations Environment Programme - Mediterranean Action Plan

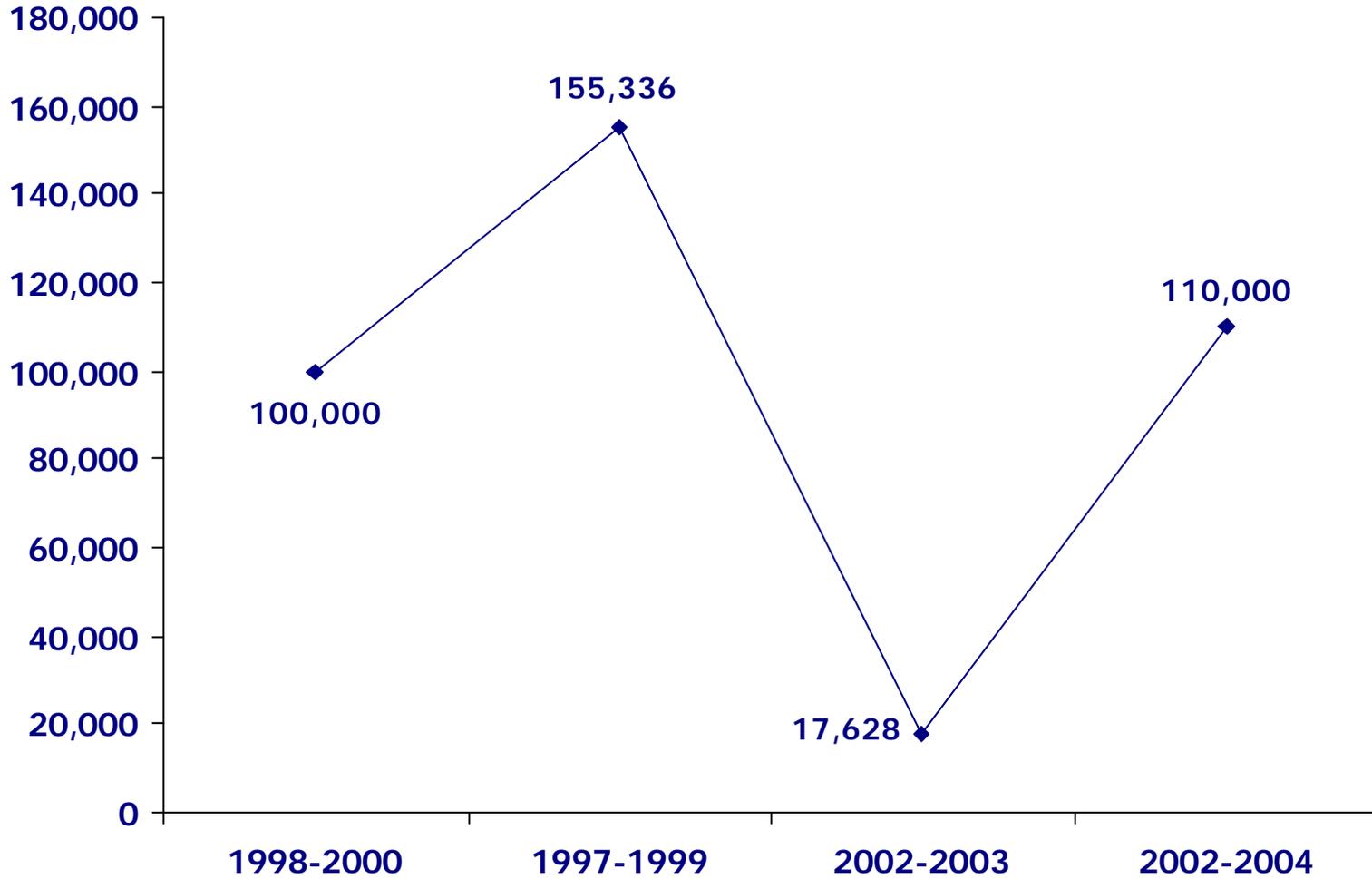
# SPA/RAC EXTERNAL FUNDING 1998-2003



# CP/RAC EXTERNAL FUNDING 1998-2003



# ERS/RAC EXTERNAL FUNDING 1998-2003



<b>BLUE PLAN ACTIVITIES</b> (1994-2003)	
Reports (experts & BP/RAC)	215
Main Publications	38
Workshops, experts groups	85
Participants Workshops, experts groups	1 535
Regional Trainings	21
Trained experts	435
Meetings	220

<b>PAP/RAC ACTIVITIES</b> (Details as per attached)	
Documents (1993 – 2002)	20,000
Publications	
National Training Courses (1993 – 2002)	13 Courses 591 participants
Regional Training Courses (1993 – 2002)	36 Courses 1015 participants
CZMP Preparations	

<b>REMPEC ACTIVITIES</b> (-Per year)	
Technical Advice to countries including emergency (1979 – 2001)	14 countries
Compilation of catalogues of equipment and inventory of experts (1977 – 1989)	40 activities
Sub-Regional Contingency Plan	2 Plans prepared
National Action Plan	26 prepared 6 revised
Regional Training Courses (1978 – 1999)	37 courses 500 participants
National Training Courses (1988 – 2001)	28 courses 980 participants
Periodic Bulletin Dissemination (979 – 2001)	95 Activities

<b>CP/RAC ACTIVITIES</b> (1997 – 2003)	
Publications	20 (x3 languages)
Studies, manuals and guidelines	23 (x3 languages)
Projects	4
Meetings, regional workshops and training courses	34 Courses 1031 participants

<b>MED POL Phase III Activities</b>	
Activity	Number
Direct assistance contracts with the countries for the implementation of MED POL Phase III Monitoring Activities (1998-2003)	48
Contracts for national expert to assist National Focal Points (1999-2003)	41
Projects to assist countries (1996-2003)	14
Equipments purchased for laboratories (1998-2003)	13
Regional training courses organized (1996-2003)	32
National training courses organized (1996-2003) - 8 of them in national language	11
Participation to the training courses (1996-2003)	660
QA/training missions performed (1996-2001)	9
Inter-comparison exercises organized (1996-2002)	16
Guidelines prepared- in English and French (1996-2003)	17
Regional Plans prepared – in English and French (1999-2003)	3
Assessments prepared – in English and French (1996-2003)	8
Software and other IT material provided	4

## MAP ACTIVITY INDICATORS

<b>PAP/RAC ACTIVITIES</b>	
<b>MAJOR PUBLICATIONS (1993-2002)</b>	
Guidelines	13 (total 25 including all language versions)
Coastal Management Plans and Action Plans	12
Brochures and leaflets	6 (total 16 including all language versions)
Major MAP CAPMs documents	25
<b>TRAINING (1993-2002)</b>	
National Training Courses	13 courses 591 participants
Regional Training Courses	36 courses 1,015 participants
<b>DISTRIBUTION INDICATORS</b>	
Number of documents sent:	20,000 copies
Number of Google™ citations:	
"Priority Actions Programme"	552
"Ivica Trumbic"	222
"Guidelines for Integrated Management of Coastal and Marine Areas: With Special Reference to the Mediterranean Basin"	75
Number of hits and visits at PAP/RAC website:	
Hits July 2002 – June 2003	527,124
Hits in May 2003	58,000
Visits July 2002-June 2003	44,000
Visits in May 2003	6,300

## **MAJOR PUBLICATIONS (1993-2003)**

### **Guidelines (13 different guidelines; 25 guidelines when different language versions are taken into account)**

1. Guidelines for integrated management of coastal and marine areas (E, F)
2. Guidelines for the rehabilitation of Mediterranean historic settlements (E)
3. General guidelines for the preparation of environmental impact assessment of medium-size and small industrial projects and zones in coastal areas (E)
4. General guidelines for the preparation of environmental impact assessment of cage mariculture projects (E)
5. General guidelines for the preparation of environmental impact assessment of lagoon-like mariculture projects (E)
6. Approaches for zoning of coastal areas with reference to Mediterranean aquaculture (E,F)
7. Guidelines for carrying capacity assessment for tourism in Mediterranean Coastal Areas (C, E, F)
8. Guide to good practice in tourism Carrying Capacity Assessment (E)
9. Guidelines for mapping and measurement of rainfall-induced erosion processes in the Mediterranean coastal areas (C, E, F)
10. Guidelines for erosion and desertification control management with particular reference to Mediterranean coastal areas (E, F)
11. Integrated approach to development, management and use of water resources (C, E, F)
12. Good practices guidelines for ICAM in the Mediterranean (A, E, F)
13. National legislation and proposals for the guidelines relating to integrated planning and management of the mediterranean coastal zones (E, F)

### **Coastal management plans and action plans (12)**

1. CAMP Syria: Coastal Resources Management Plan
2. CAMP Kastela Bay (Croatia): Development-Environment Scenarios - Management of Natural Resources of the Kastela Bay
3. Integrated Management Study for the Area of Izmir
4. The Region of Durrës - Vlorë Coastal Profile
5. Albanian Coastal Zone Management Plan: Final Report – Phase One
6. Albanian Coastal Zone Management Plan: Final Report – Phase Two
7. Integrated Coastal Area Management Planning Study – CAMP Fuka-Matrouh, Egypt
8. Proposal for a Sustainable Development Strategy for Israel
9. Plan de gestion intégrée de la zone côtière de Sfax
10. The CAMP "Malta" Project: Coastal Profile
11. White paper on Coastal Zone Management in the Mediterranean
12. River Cetina Watershed and the Adjacent Coastal Area: Environmental and Socio-Economic Profile

### **Booklets, brochures and leaflets (6 in total 16 different language versions)**

1. For a Sound Coastal Management in the Mediterranean: brochure (A, E, F)
2. For a Sound Coastal Management in the Mediterranean: leaflet (A, E, F,)
3. Man, coast and sea: Croatia and Mediterranean Sustainable Development: brochure (C, E)
4. Man, coast and sea: Croatia and Mediterranean Sustainable Development: leaflet (C, E)
5. CAMP Lebanon: brochure (A, E, F)
6. Strategic Action Programme to Address Pollution from Land-based Activities for the Mediterranean: brochure (C, E, F)

## **Major MAP CAMP documents**

### CAMP CAMP Albania

1. Water Resources Management Study for the Erzeni and Ishmi Rivers: Water Resources Assessment
2. Tourist complex at Ksamili peninsula – Environmental impact assessment report

### CAMP Cyprus

3. CAMP Cyprus Diagnostic-Feasibility Study

### CAMP Fuka-Matrouh (Egypt)

4. Strategic Environmental Assessment of the Integrated Coastal Area Management Plan of the Fuka-Matrouh Area, Egypt
5. Carrying Capacity Assessment for Tourism Development of the CAMP Fuka-Matrouh, Egypt
6. Inventory GIS database and suitability analysis of Fuka-Matrouh area, Egypt
7. Soil Degradation and Desertification, CAMP Fuka - Egypt: Land Evaluation

### CAMP Israel

8. Management of the Israeli Coastal Sand Resources
9. Implications of Climate Change on the Coastal Region of Israel
10. Sustainable Agriculture Development
11. Sustainable Development in Industry
12. Sustainable Tourism Development
13. Present Problems and Future Goals in Biodiversity Conservation
14. The Mediterranean Coast in Israel – Social and Economic Evaluation

### CAMP Lebanon

15. Diagnostic analysis of environment, agriculture and fishery sector in CAMP area
16. Problématiques et solutions pour l'utilisation d'instruments économiques de gestion intégrée
17. Urban planning and sustainable development within the scope of the CAMP Lebanon
18. Environmental survey along the Damour River

### CAMP Malta

19. Integrated Water Resources Management Plan for the North-West Region of Malta
20. Soil Erosion / Desertification Control Management within CAMP Malta

### Sfax (Tunisia)

21. Plan de gestion des ressources en eau pour la zone côtière de Sfax
22. Rapport de synthèse: Activité 7.10 "Plan de gestion intégrée (PGI)" – Programme d'aménagement côtier "Projet de Sfax" du PAM
23. Base de Données Géographiques pour le littoral de Sfax (BADGES)
24. Rapport de synthèse: Activité 7.9 "Etablissement d'une base de données SIG" – Programme d'aménagement côtier "Projet de Sfax" du PAM

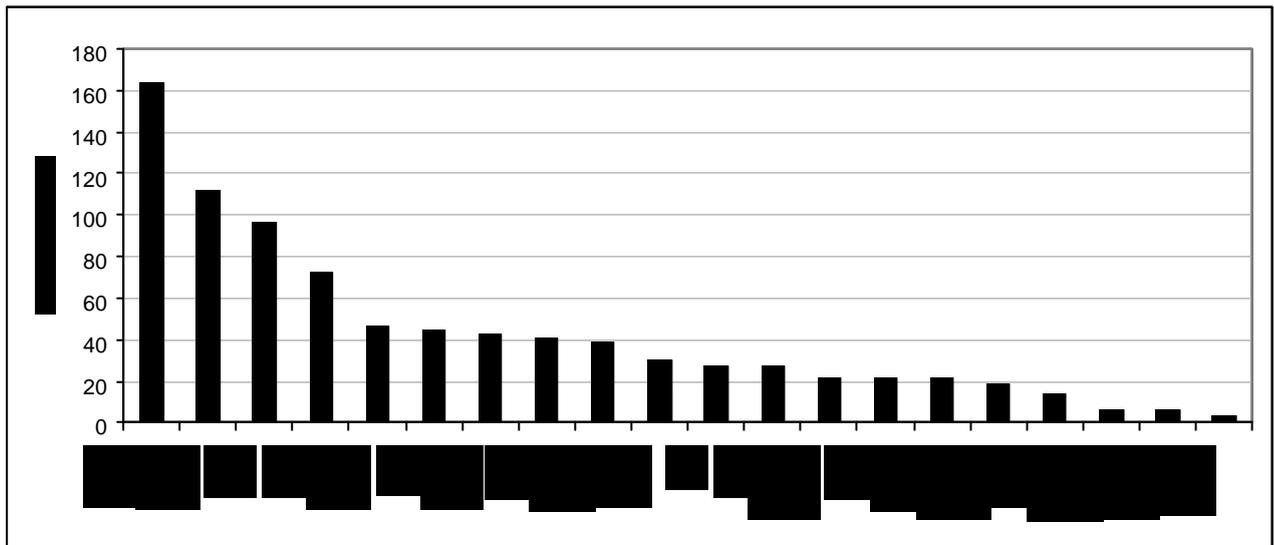
### CAMP Slovenia

25. CAMP Slovenia Feasibility Study

### TRAINING

Summary of training activities and participating countries (1990-1999)<sup>3</sup>

Activity	DZ	BA	HR	CY	EG	FR	GR	IL	IT	LB	LY	MT	MC	MA	SL	ES	SY	TN	TR
ICAM		•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
GIS			•		•		•	•									•	•	•
CCA			•	•			•	•			•	•		•	•			•	•
EIA		•	•	•	•		•					•			•		•	•	•
Env. Info Syst.																			•
Economic Instruments	•		•	•		•		•			•	•		•	•				•
Soil erosion	•		•		•	•	•	•	•		•	•		•	•	•		•	•
Urban management	•	•	•	•	•	•	•	•	•		•	•		•	•	•	•	•	•
Water resources	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
Historic settlements	•		•	•	•	•	•	•	•		•	•		•		•		•	•
Renewable energy	•		•		•			•	•		•	•			•	•	•	•	•



Regional spread of training activities (1990-1999)

### DISTRIBUTION INDICATORS

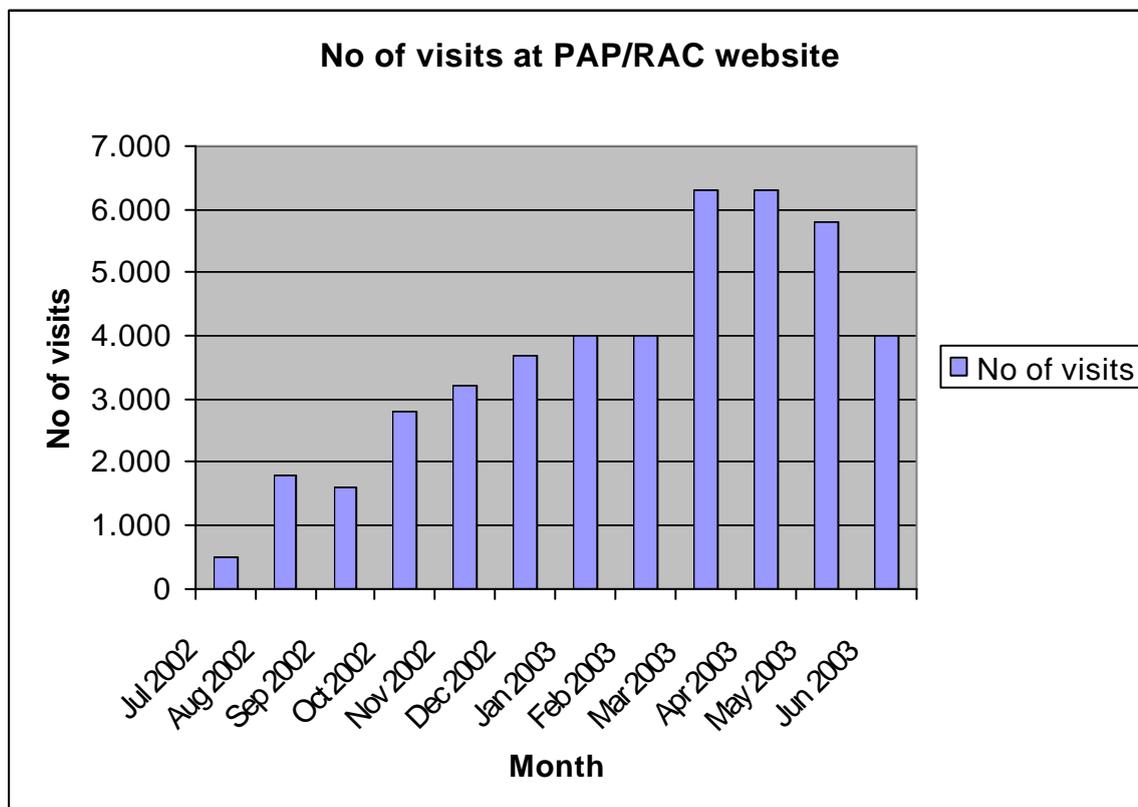
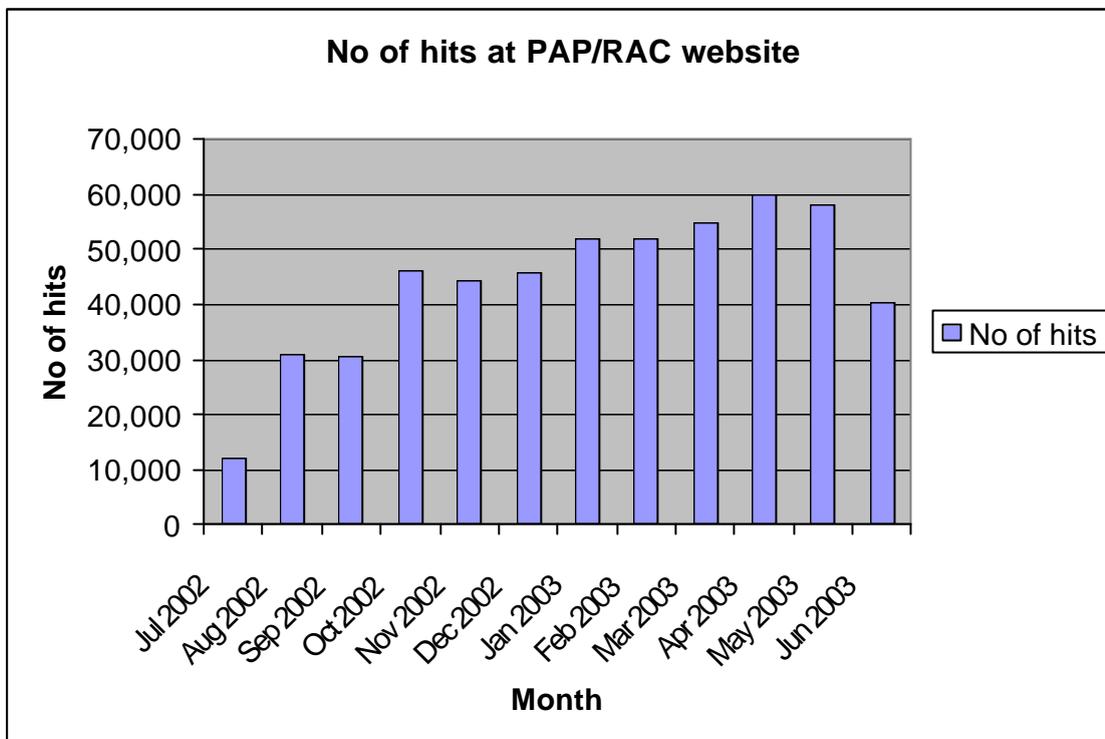
<sup>3</sup> Country Abbreviations: AL: Albania; DZ: Algeria; BA: Bosnia-Herzegovina; HR: Croatia; CY: Cyprus; EG: Egypt; FR: France; GR: Greece; IL: Israel; IT: Italy; LB: Lebanon; LY: Libya; MT: Malta; MC: Monaco; MA: Morocco; SL: Slovenia; ES: Spain; SY: Syria; TN: Tunisia; TR: Turkey

Number of Google™ citations:

"Priority Actions Programme" – 552

"Ivica Trumbic" – 222

"Guidelines for Integrated Management of Coastal and Marine Areas: With Special Reference to the Mediterranean Basin" – 75





## Annex II

### Questionnaire of the Coordinator of MAP On MAP Evaluation

At their last meeting, the Contracting Parties to the Barcelona Convention requested the Secretariat to “start preparing a strategic evaluation of the global framework of the Barcelona Convention (operational bodies and coordinating unit)”.

The exercise should be designed to complement and go beyond the sectoral evaluations (MED POL, BP, PAP, REMPEC, SPA, 100 Historic Sites) and deal with more general issues. It should also be noted that an evaluation exercise is under way within the Task Force set up by the MCSD in order to consider its functioning and this also needs to be taken into account.

The timetable, as would appear from the last meeting of the Bureau (Monaco, October 2002), takes into account these parallel approaches and is the following:

**February 2003:** 1st meeting of the Think Tank appointed by the Bureau to evaluate the MAP. It will consider a note from the Coordinating Unit drawn up after consultation and contributions from professionals in the Secretariat;

**Winter 2003:** Continuation and finalization of the evaluations of REMPEC and SPA/RAC. Work of the MCSD Task Force.

**April 2003:** 2nd meeting of the Think Tank;

**May 2003:** Examination of the Task Force’s proposals by the MCSD;

**May 2003:** Consideration by the Bureau of all the proposals, synthesis and choice of recommendations to be submitted to the meeting of the Contracting Parties.

The process leading up to the Bureau meeting will be followed by Ms Tatjana Hema, new Programme Officer at the MEDU, who will take up her post on 8 January 2003.

In order to prepare the 1st meeting of the Think Tank, I invite all Directors and, under their responsibility, MAP professionals, under the responsibility of the Directors, in Athens and in the Centres, to express their points of view on the following questions, based on their assessment of the work of their particular structures, the evaluation already carried out or under way and, more generally, their knowledge of the MAP, Mediterranean countries and our partners.

The purpose of this exercise will be to give the Bureau our own assessment of the effectiveness of the MAP’s structures, methods and activities in comparison with the objectives assigned to it in 1995 and reviewed every two years by the Contracting Parties.

The procedure will be a questionnaire with open replies. A questionnaire can never be exhaustive and so it will be up to you in the last part to amplify the views and comments you deem relevant on any other matters related to this evaluation.

#### Questions

##### 1. Legal aspects

- 1.1 The legal mechanism composed of the revised Barcelona Convention, its new or revised Protocols, is slow to be implemented due to lack of the necessary ratifications.  
Does this appear to you to create problems and, if so, which?
- 1.2 How well do you think the Barcelona Convention and its Protocols are taken into account in national legislation?
- 1.3 Are there problems regarding the links or consistency between the new Barcelona Convention and its Protocols and other international or regional conventions (for example, Basel or Bern)?
- 1.4 How do you view the question of consistency between the Barcelona Convention and its Protocols and European legislation?
- 1.5 What is your opinion on the reporting system being introduced on an experimental basis? Do you think it should be accompanied by a mechanism to follow up enforcement of the texts?
- 1.6 The Barcelona Convention is only rarely mentioned in legal reviews or reviews dealing with marine or coastal problems (for example, "Marine Policy"). Do you agree with this opinion and do you have any comments on the matter?

## 2. **Institutional arrangements**

### 2.0 **Background**

Regarding structures, it is necessary to refer to the institutional provisions in MAP II, as adopted by the Contracting Parties and the Conference of Plenipotentiaries in Barcelona in 1995, which is the foundation for the MAP.

The Coordinating Unit is thus established under the auspices of UNEP; it carries out the traditional tasks of a Secretariat as such. The Secretariat's work plan comprises a permanent nucleus that includes preparation of meetings of the Contracting Parties, the Bureau, the MCSD, the programme, the budget, legal and political matters, official relations with other intergovernmental organizations and other conventions, information strategy, whose scope you can discuss.

The existence of the RACs is confirmed globally, which means that their number and their terms of reference are flexible and can evolve. The programmes are not mentioned in terms of institutional structures. The MED POL should therefore be seen as a permanent programme directly conducted by the Coordinating Unit (MEDU/MED POL).

There is also a description of the tasks of national or specific focal points.

- 2.1 The meeting of Contracting Parties is the most important event in the life of the MAP. Do you consider that the Secretariat makes preparations for these meetings in an efficient and satisfactory manner? Do you consider that the documents put before the Parties are of high quality? Should the presentation of documents be changed? How can the number of recommendations be diminished, as has been requested?
- 2.2 Are you satisfied with the formula of joint meetings of BP/PAP/RAC-ERS/RAC Focal Points, begun in 2001 and continued in 2003?
- 2.3 Could meetings of specific Focal Points be shorter?

**2.4** If you have read the report of Mr. Giorgiades on the MCSD and the report of the Task Force, could you comment on them from an institutional standpoint, in particular as regards Secretariat resources?

Do you think that some of the problems noted by the MCSD regarding the Committee itself are due to the alleged inadequacy of the Secretariat's resources (MEDU and Centres) or inappropriate allocation of resources, or that the problem does not exist?

Do you think that there could be more efficient allocation of resources to the Secretariat and in support of the MCSD or should solutions leading to a net increase in the human resources available to the MCSD be adopted?

In this context, do you think that the following should be done:

- The MEDU should be strengthened as the Secretariat of the MCSD, either by creating one or more posts or by reallocating the existing resources?
- Or, on the other hand, do you think that certain activities which the Centres could undertake and which are currently being carried out by MEDU or have been abandoned should be entrusted to the Centres?
- Or should a new support unit be set up to aid the work of the MCSD, leaving the MEDU to carry out the Secretariat's work in the strict sense?

Your reply may combine these hypotheses or even put forward others. It must take into account the fact that any increase in staff financed through the MTF would be to the detriment of other activities as the MTF will probably remain stable in 2004-2005.

**2.5** Status and terms of reference of the RACs and programmes

We have a complex situation with three categories of RACs:

- RAC with United Nations status;
- RAC with national status financed through the MTF;
- RAC with national status but not financed through the MTF.

In addition, the terms of reference of some RACs are already very old and do not take into account MAP II; some have an agreement with the host country, others not. Experience shows that it is possible to live with this complexity. But the situation could also be simplified, for example, by updating the terms of reference for the Centres and giving future programmes a clearer status, but not that of the 100 Historic Sites programme (for example, tourism, or historical heritage and sustainable development).

What do you think of this?

**2.6** Do you have any views concerning the way in which the MAP has taken account of the Johannesburg Agenda?

**2.7** Comment on the working relationship between the MEDU/RAC and RAC/RAC in the implementation of programmes.

### **3. Activities of interest to the whole of the MAP**

#### **3.1 General questions**

Historically, MAP has been a framework for cooperation and not an executing agency.

Consequently, the amount allocated to its activities has for a long time been used for cooperation.

Nevertheless, there is a trend within the MAP to act in support of activities carried out in countries, either through the MAP budget (for example, the CAMPs), or using external resources (GEF, MEDA, LIFE, etc.).

Some countries are in favour of this development, but it can only be sustained by using external funds, so it cannot be a permanent feature.

In recent years, the search for funds has led to successes and to failures.

How do you view this question as a whole? In the future, should greater priority be given to action in countries and how?

### **3.2 Questions specific to the activities of the MCSD**

The very broad mandate given to the MCSD has led the MEDU and the Centres to deal with questions on which their expertise is limited or sometimes non-existent. This question is even more pertinent when one considers the implementation plan adopted at the Earth Summit. It is also a concern when the recommendations of the MCSD have to be implemented.

Could you give your general views on this question and your proposals, more particularly:

- Do you think that the Centres should keep their monopoly of support or expert advice to the MCSD?
- How do you view the problem of implementing recommendations as a whole? What role should MAP play?

### **3.3 CAMPs**

There is a feeling of dissatisfaction concerning the CAMPs; their introduction has been a slow, burdensome and costly process; the implementation of their recommendations has given rise to frustration and disappointment.

Could the CAMPs not be seen as projects directly submitted by the countries to financing institutions (for example, MEDA) with MAP support, so the MTF could be complementary and not the principal source of financing?

Is there a way of better linking MAP, SMAP (Short and Medium Term Priority Environmental Action Program) and MEDA (Euro-Mediterranean Partnerships), so as to make our contribution more productive and ensure better ownership of the project?

### **3.4 Information on the environment and sustainable development**

Information on the environment and sustainable development is compiled by MEDU/MEDPOL and the Centres according to their terms of reference, but coordination and the time-frame are not clear. In 2003/2004, we will produce the TDA (updated version), the evaluation part of the SAP-BIO and the Environment-Development Report. From one standpoint, this volume is positive, but from the other better planning would be useful. Should there be medium-term planning of our output?

In addition, the visibility of this information leaves much to be desired. It can be considered that only two documents are known outside and are regularly cited: the 1989 Blue Plan and its specialized fascicules and the EEA-MEDU Report on the state of the marine environment (1999). It should be noted that they have been published and distributed in commercial circles, whereas the other documents are used internally. This is why the intellectual output of the SPA/RAC and REMPEC are undervalued, even though they are of high quality, and our contacts with the scientific and academic community are very limited.

Your comments and proposals would be welcome.

### **3.5 MAP information strategy**

We have focused on the revision of Medwaves, the brochures and the websites. Are you satisfied with this approach and the results? Could you make specific comments and give a note out of 10 on each brochure and MAP website as a whole? How do you view the integration of our information in comparison with other existing communication supports (press agencies, websites on the environment, etc.)?

None of the MAP's components are very well known outside the Mediterranean or even within Mediterranean countries. Do you have views, comments or suggestions on this aspect?

## **4. Cooperation**

- 4.1 How do you view MAP's cooperation with other intergovernmental institutions involved in the region, with the European Union, and with financing institutions?
- 4.2 What type of relations should we establish with other relevant conventions, in particular in the area of biological diversity? How should the task be shared between the MEDU and the Centres?
- 4.3 How do you view our mutual working relationship with the scientific and academic community?
- 4.4 How do you view cooperation with UNEP?
- 4.5 Should the preparation of projects to be submitted to donors (GEF, MEDA) be planned in greater detail and how should our joint work be organized in consequence?
- 4.6 In your view, are our relations with environmental NGOs satisfactory? What about our relations with other components of civil society?

## **5. Human and financial aspects**

Globally speaking, MAP's institutional structure is proportionately costly in personnel and operational terms in comparison with the funds devoted to the activities, especially those carried out in the countries. This trend is accentuated each biennium through new recruitment. What do the Directors propose to halt this trend, which is a classic bureaucratic one, and to maintain possibilities for flexible and adaptable action?

- 5.1 Are the human resources available to us appropriate both in terms of quality and quantity? Are they adapted to the demands of the Parties and the external context?

Should certain components of our expertise be strengthened (economics, for example)?

**5.2** What do you think about the problem posed by the use of consultants:

**5.2.1** Do we use consultants too much or not enough?

**5.2.2** Overall, do we have consultants of high quality?

**5.2.3** Are we correctly guiding the work of the consultants?

**5.2.4** Is there or is there not a tendency to recruit the same consultants? Is this positive, necessary or not?

**5.2.5** Could a roster of consultants be useful?

**5.3** What do you feel about the administrative, financial and accounting problems between the MEDU and the Centres?

**5.4** Are you equipped to submit projects with a view to external financing? What lessons do you draw from the successes or failures of recent years in this respect?

**6. Relations with member countries**

This question was already dealt with under points 1.2 and 3.1. How can MAP be taken into account more by actors concerned in Mediterranean countries, other groups in civil society, and what can/should the Secretariat do in this regard?

## **Annex III**

### **Part A**

#### **REPORT OF THE FIRST MEETING OF THE "THINK TANK" ON THE EVALUATION OF MAP**

(06 March 2003)

#### **Introduction**

1. At their Twelfth Ordinary Meeting (Monaco, November 2001), the Contracting Parties to the Barcelona Convention requested the MAP Secretariat to prepare a strategic evaluation of the general framework of the Barcelona Convention (operational entities and the MED Unit), entrusting the Bureau with deciding on the methodology and timetable.
2. At its meeting held in Monaco in October 2002, the Bureau of the Contracting Parties decided on the composition of the "think tank" to be responsible for the evaluation and on its broad outlines and asked the Secretariat to convene the first meeting as soon as possible.
3. Subsequently, the first meeting of the "think tank" was held on 6 March 2003 at the headquarters of the MAP Coordinating Unit in Athens.

#### **Participation**

4. All the members of the "think tank" took part in the meeting, namely, the President of the Bureau of the Contracting Parties (Monaco), accompanied by a technical adviser, a representative of a Mediterranean country member of the European Union (Greece), a representative of a southern or eastern Mediterranean country (Syrian Arab Republic), a representative of a Mediterranean country included in the next enlargement of the European Union (Slovenia), and two experts appointed by the Secretariat. The Secretariat of the Mediterranean Action Plan was represented by the Coordinator and the Programme Officer.
5. The full list of participants is attached as Annex I to the present report.

#### **Agenda item 1: Opening of the meeting**

6. Mr. Lucien Chabason, MAP Coordinator, opened the meeting and welcomed participants to the Coordinating Unit. He recalled that the composition of the "think tank" had been decided by the Bureau at its meeting in Monaco and introduced the two experts designated by the Secretariat, Mr. Mohammed Saied, adviser to the Directorate General of the National Environmental Protection Agency (Tunisia), and Mr. Harry Cocossis, professor at the Department of Planning and Regional Development of the University of Thessaly (Greece). He also introduced Mrs. Tatiana Hema, former director of the Albanian Environmental Agency, who had just taken up the post of Programme Officer at the MAP in replacement of Mr. H. Da Cruz. Mrs. Hema was taking part in a MAP meeting for the first time and she had prepared the introductory paper submitted to the participants as a basis for their discussions. As the Bureau had requested, the meeting would hold an informal, but above all prospective, exchange of views.
7. After the participants had wished her every success in her new post, Mrs. Hema briefly introduced the introductory paper for the meeting, which comprised two parts: the historical background to the process that had led to the establishment of the "think tank", its possible method of work, and a detailed list of the major challenges facing the MAP in the future, showing the main findings and the issues to be discussed. The meeting should lead

to a number of proposals and recommendations, which would be reviewed and supplemented at the second meeting of the “think tank”, to be held at the end of April 2003, before the progress report was prepared for submission to the next meeting of the Bureau, to be held in Sarajevo at the end of May 2003.

8. Mr. Fautrier, President of the Bureau of the Contracting Parties, thanked the Secretariat for its efforts and emphasized that the meeting was important because numerous institutional changes were taking place in the Mediterranean region to which the MAP would have to adjust.

**Agenda item 2: Adoption of the agenda and organization of work**

9. The meeting adopted its agenda after having amended it by deciding to have an initial exchange of views following the Coordinator’s presentation, and then to consider item by item the second part of the introductory paper on the future challenges facing the MAP and arrive at some preliminary conclusions. It also decided to modify its timetable and to work continuously until the agenda was exhausted.

**Agenda item 3: Introduction by the Coordinator and initial exchange of views on the evaluation process**

10. The Coordinator emphasized that the purpose of his introduction was to stimulate discussion and it did not aim to be exhaustive. As he would soon be leaving his post, he had given considerable thought to MAP’s current situation, its assets and its weaknesses. If appropriate remedies were to be found, the latter had to be analyzed properly. He welcomed the Bureau’s decision to utilize an internal procedure for the evaluation because representatives of countries, experts and members of the Secretariat all had the detachment needed to undertake a self-evaluation without indulging in the self-satisfaction that sometimes occurred. Nevertheless, if during the discussions it appeared that views or assistance from outside were needed when dealing with certain issues, the group could take the requisite decision. The Coordinator first wished to refer to the components of the Programme and then to horizontal issues. He would base himself on existing evaluations, indicators such as external financing, and comments already made within MAP bodies.

11. The MED POL was presently implementing an extensive programme ranging from ongoing monitoring to practical implementation of the LBS Protocol, particularly through the SAP adopted by countries for that purpose. In carrying out the programme, MED POL had been able to secure assistance from two major sources, a GEF project, which was already far advanced, and recently €1.8 million for a French GEF project. Progress still had to be made in ongoing monitoring, the quality of technical evaluation documents - whose level remained below that of the corresponding publications of OSPAR and HELCOM - and implementation at the national level.

12. The REMPEC was widely recognized as a centre of excellence and its scope had been extended following the negotiation and adoption of the new prevention and emergency Protocol. For 20 years, it had limited itself to preparations for combating accidents, but now it covered the whole series of maritime risks, was preparing a strategy for the implementation of the Protocol, and had obtained MEDA support for a project on port reception facilities.

13. Blue Plan had also undergone change, from useful but somewhat abstract prospective studies to more pragmatic studies such as those on indicators and statistics. In the context of the MEDSTAT-environment programme, it had just received a project contribution of €2 million. The Centre had invested a great deal in the work of the MCSD, dealing with new issues – water demand management, indicators, trade and environment – and ensuring their follow up. Lastly, it had received a MEDA contribution of €500,000 to

finalize its report on "Environment and Development". Its weak points remained the inconsistency of the Mediterranean Observatory, an insufficiently international approach, as well as a publication policy that lacked coherence.

14. The SPA/RAC had made considerable progress on an extremely sensitive issue – biological diversity – in an increasingly complex international context with an ever larger number of international, global and regional legal instruments, and the active presence of well-informed, active and demanding NGOs. Overall, it was the feeling that the MAP had brought out a large number of documents of intention, such as the various action plans, but had achieved few practical results. The SPA/RAC also benefited from a MEDA project. Relations with other conventions and international organizations were sometimes a problem. The evaluation of the Centre was under way.

15. Turning to integrated costal area management (ICAM), he said that the PAP/RAC had carried out impressive and appreciable work (guidelines, white paper, CAMPs manual), but in the field the practical results had been disappointing. That was also a difficult subject, involving political and economic elements at the local level. The European Union itself had decided not to adopt a directive on the subject and, although it remained a crucial issue within the MAP, ICAM called for a new vision and new operating methods.

16. The role of sustainable development within the MAP and the situation of the MCSD, its functioning and effectiveness, had already been the subject of numerous comments, criticism, questions, at its meetings and those of its Steering Committee, so it was not necessary to return to them at the present meeting, especially as a task force had been entrusted with undertaking an analysis and making proposals for a new outlook. The group would nevertheless have to decide whether it wished to make some suggestions as a contribution to the task force's work or whether it should await the latter's findings. His personal view was that the question of resources for the secretariat – which in any case lay within the competence of the Bureau of the Parties – should not dominate the task force's work. The Commission had more important issues to be deal with.

17. As to horizontal issues, Mr. Chabason said that the legal system constituted a high-quality structure that was the result of the strenuous renewal and development efforts made from 1994 to 2002. Despite repeated intervention by the Bureau and its President with the Parties to encourage them to speed up the ratification process, only the new SPA Protocol had entered into force. There were various explanations for the disturbing delay, either institutional or political depending on the country. The MAP's credibility was at stake, however, because it did not always have the legal basis required to carry out the activities prescribed in MAP II.

18. In view of the delay in entry into force of the Convention and Protocols, it had only been possible to implement the new reporting system on a experimental basis and it was to be hoped that countries that were taking part voluntarily would submit a positive report at the Contracting Parties' meeting towards the end of 2003. Regarding implementation at the national level, there had been a move from a "soft" law system (inciting Parties) to a mandatory system with new or revised legal instruments. The mandatory system was not perceived as such by the Parties because it had no enforcement mechanism such as that in other conventions. Progress still had to be made in that area, taking as a possible model the mechanisms existing elsewhere.

19. The extension of the MAP's scope and activities could not fail to affect the work of the National Focal Points, whose tasks had increased exponentially. Without modifying the NFP system, it could be made more rational, for example, by dissuading NFPs from attending the MCSD and appointing delegates better suited to the advisory nature of the Commission.

20. After having referred to the question of meetings – their number, duration and cost had to be circumscribed – and information, whose importance had only been realized by the MAP at a late stage and which could still be substantially improved, the Coordinator took up a related issue: the external perception of MAP. The MAP existed in an environment that was increasingly European or pro-European and that had to be taken into account in its various activities. At a more global level, the GEF and the IMO gave MAP full recognition. On the other hand, MAP's involvement with other global or regional conventions, particularly those relating to biological diversity, and with organizations such as UNESCO, was not adequate, and that was symptomatic of a Mediterranean tendency to cultivate its specificity and the uniqueness of its geographical position at the cross-roads of three continents. The natural trend was to make little reference to the Mediterranean region as an entity in the major global evaluations and the MAP had had to struggle to be included in GEO-3 or in the regional UN/ECE report for Johannesburg.

21. Lastly, the Coordinator reviewed the various types of MAP activities, drawing attention to the current weaknesses and how they could be overcome: reports on implementation of the Convention and Protocols, adoption of strategies for implementation, providing countries that so wished with assistance, although far more substantial financial and human resources were required in addition to the support provided by the GEF, MEDA and the French GEF for special projects. To achieve that, despite the precedents set by the Coastal Area Management Programmes, the emergency plans for combating accidental marine pollution and species management plans, the MAP still had to develop a technical assistance outlook, like the UNDP, and that was one of the major issues to which it would have to devote its attention in the near future.

22. The President thanked the Coordinator for his overview of the MAP, which had been extremely frank. The two elements – vertical and horizontal issues – could be used to orient discussions, which should probably focus on the RACs and programmes, leaving aside certain matters over which there could be little control such as delays in ratification, or which were currently the subject of other work, for example, the future of the MCSD in the context of the task force.

23. The representative of Greece considered that, on the contrary, the question of the MCSD should not be left out of the agenda on the pretext of awaiting the task force's conclusions because in his view, according to what he had heard, the task force was not exactly carrying out the work entrusted to it and the "think tank" might have a message to convey to it. The meeting endorsed his statement.

24. The President invited participants to express their views on the Coordinator's presentation and to hold an initial exchange on the various RACs and programmes. Regarding the 100 Historic Sites Programme, he shared the view that the concept did not belong within the MAP. It was undoubtedly an essential aspect of the Mediterranean eco-region, particularly in relation to tourism, but it was more pertinent to sustainable development and was thus linked to the MCSD.

25. Mr. Cocossis, expert, underlined the MAP's historic role as an environmental cooperation forum and its wide experience in that area, noting that the Programme had evolved to a large extent. The activities, the platforms and the actors had increased, with great expectations on the part of countries in terms of policies and sustainable development. There had to be a new context, which was embodied in the term of new governance. The MAP had now arrived at a crossroads and would have to take a decision on its future role – strategic or operational. In his view, the MAP should move away from its traditional role and take on: (1) the role of a control centre, a "guard dog" for effective implementation of the Convention; (2) the role of a centre for cooperation and coordination in the environmental sphere; (3) a practical role dictated by the possibilities afforded by the international agenda –

the year of water, the year of climate change, etc.; and lastly (4) a more dynamic role that would bring it closer to other actors in order to develop partnerships and undertake pilot projects in areas such as tourism or land use planning.

26. The representative of Greece shared the Coordinator's views on the good work done by the MED POL, REMPEC and the Blue Plan. With regard to the latter, he nevertheless regretted that the first meeting on indicators held in January 2000 had not been followed by a second meeting on their application in the countries. That was, in general, an important weakness of the Centres; they focused on projects for which they received financial support (MEDA, MEDSTAT, GEF, etc.), then when the projects reached their agreed term, the Centres went on to another project without any type of follow-up. The PAP/RAC could not be blamed for the absence of practical application of ICAM. The reason was that the issue went beyond the environmental sphere and had political, economic and social implications. The view that the MAP was a relatively flexible forum for cooperation stemmed from the fact that it had no real power, allowing it to issue warnings, impose sanctions, etc. Countries therefore had to mobilize on their own initiative and that was a habit that took a long time to acquire. Lastly, he referred to the importance of the MCSD problem, which required an urgent solution, otherwise it might be the end of the MCSD and that would have serious repercussions for the MAP as a whole.

27. The representative of the Syrian Arab Republic considered that when evaluating the MAP's activities, as the group had been requested to do, statistics and charts summarizing the trends and features of the MAP should be used in order to illustrate the situation better and to simplify matters. It would also make it easier to identify lacunae in comparison with other regional or international programmes. The main problem was implementation at the national level, which reflected the gap between the ambitions proclaimed and the measures adopted, and it was once again a question of financing for action in the field, which should be properly covered in the evaluation.

28. The representative of Slovenia highlighted the European context of the MAP and its subregional dimension. The MAP should be an important link for the application of the framework directive on water, through the MED POL, and the REMPEC had been asked to serve as a relay for the Adriatic/Ionian Seas initiative, yielding notable results. He pointed out that, for example, the MED POL questionnaire did not correspond to the European approach, thereby creating some confusion or duplication. Lastly, regarding ICAM, a directive was being prepared at the European level, albeit with difficulty and reluctance on the part of some countries, and in the CAMPs the goal should be synergy among the integration activities of the various RACs and not purely sectoral results.

29. The representative of Monaco considered that rather than comparing the MAP with HELCOM and OSPAR – more homogenous entities – or with what was being done in the EU or in other conventions, one might equally well ask "What would the Mediterranean be like if the MAP did not exist?" It was evident that the EU had "absorbed" many of the MAP's concepts, projects and achievements. The mistake was perhaps to speak of the MAP as though it was composed of only one single category of countries whereas there was a dual level MAP with some countries that had incorporated Community measures or were in the process of doing so, and the others. Even though in most cases the MAP dealt only with ministries of the environment, that was due to a lack of coordination in the countries themselves rather than a decision by the MAP. Lastly, regarding meetings of the Parties, it was perhaps time to move away from the lengthy list of recommendations that traditionally accompanied the report and to separate out the recommendations, introducing the concept of resolutions by the Parties on certain issues, which could more easily be disseminated to the bodies concerned.

30. Mr. Saied, expert, noted that the MAP's history since 1975 showed virtually ten-year cycles – 1985/Genoa, 1992/Rio-Tunis, and lastly 2002/Johannesburg, each time with a re-evaluation and refocusing. That was a healthy and legitimate process. There had already been evaluations (PAP, BP), and others were under way (SPA) or planned. They perhaps duplicated the present strategic evaluation and he wondered whether all the efforts should not be combined in one comprehensive ten-year evaluation for MAP III, which would begin in 2005. Among the negative elements, the insufficient number of ratifications after five years could be seen as a disturbing and indeed extremely disappointing element because it obliged the MAP to navigate blind and it was perhaps necessary to develop an approach that would raise awareness in countries without appearing to be a form of interference. As had already been emphasized, due to lack of resources, the MAP could not play a direct role in the activities to be carried out, but it could help countries to formulate their financing requests at the appropriate time on the basis of a properly prepared dossier. In view of the extent of the programme, instead of being composed of a single individual, NFPs could be national focal committees whose members would have different expertise and would be involved according to the programme component. He urged the retention of a "culture and heritage" element in the MAP, without necessarily retaining the 100 Historic Sites, which had never functioned properly. It could be part of a tourism project, as had already been proposed by another speaker.

31. Following the preliminary exchange of views, the President made a number of comments. For over 30 years, the MAP's "business" had been to combat pollution and it should continue to assume that role, through the MED POL and REMPEC. It was important not to give in to the tendency towards international thematic years or days. On the other hand, as the representative of Slovenia had emphasized, the discrepancy or even contradiction between managing the Mediterranean and action by the EU was a real problem, and the MAP would lose credibility if it could not coordinate with Brussels. It was also important not to forget biological diversity; the fact that the SPA Protocol alone had entered into force showed that countries were interested in that component. The second aspect for MAP's future was sustainable development, which must be maintained but transcend purely environmental concerns. The MCSDD had been in existence for eight years and its experience should be put to good use by improving its functioning. It was a forum for three regions, bringing together developed countries, countries with economies in transition, and developing countries. The Mediterranean should find its place in regional structures and forums established by the United Nations in the post-Johannesburg context.

**Agenda item 4: Background information on MAP evaluation, including the future challenges**

32. With reference to the strategic evaluation, The Coordinator indicated that what was in the minds of the Parties when they requested the evaluation was that it should be launched, in other words, it should be a process that would gradually take form over time, culminating in an overall in-depth evaluation in 2005. The meeting pursued its discussions by taking up part B of the Secretariat's preliminary document "The MAP future challenges", focusing on the questions for discussion in each section.

*1. Efficient implementation of the Convention and related Protocols*

33. Turning to the problem of delays in ratification, the meeting considered that it might be useful to request the focal points in the countries concerned to transmit a precise status report on the ratification process, to provide information on the reasons for the delays and, in the light of their replies, to envisage new approaches to ambassadors in Athens or to ministries of foreign affairs or the environment. If necessary, the approaches could be in the form of a delegation from the President of the Bureau and the Coordinator in some countries.

34. Regarding the reporting system, the meeting considered that the exercise conducted by several volunteer countries should be pursued and lead to a first concrete report for the next meeting of the Parties at the end of the year so that, gradually, other countries could become familiar with the procedures, modify them as needed, and adopt them definitively after the various legal instruments had entered into force.

## 2. *Sustainable development*

35. The "think tank" considered that, as a subsidiary body of the Bureau, it was entitled to transmit forthwith a message to the task force so as to guide it in its work. Consequently, it was the "think tank"s opinion that the task force should not focus on matters relating to the secretariat, institutional autonomy, creation of posts, and that it was unrealistic to alter the composition and terms of reference of the MCSD before the next meeting of the Parties. For the moment, it was important to consider how the MCSD could utilize its resources better, in particular the RACs, break the routine of its work, tackle the problem of themes in the light of the new global challenges identified at Johannesburg (poverty, social justice, patterns of production and consumption), and how it could become integrated in the post-Johannesburg process established by the United Nations, perhaps with the possibility of obtaining financing from that source. The MCSD should attract the socio-economic actors that had virtually been absent until now and participants underlined the role that the UN/ECE could play in that respect. They proposed that, if external financing could be obtained, the Commission's Secretariat should employ a non-environmental professional (preferably an economist).

## 3. *Assessment documents*

36. Participants recognized the importance of MAP publications, although they considered that their quality could still be greatly improved. Furthermore, the documents were not taken sufficiently into account at the regional and international levels and they should be made more consistent, appear on a regular basis and be properly planned. Greater contributions should also be made to evaluations by other organizations (GEO-3), documents should be prepared jointly with influential partners so that they could become better known (for example, the EEA-MAP Mediterranean evaluation report), and some lacunae should be remedied (for example, on maritime traffic in the Mediterranean).

## 4. *Assistance to countries*

37. The meeting agreed that studies focusing on practical action and projects – particularly pre-investment studies – should include a financing component in order to ensure the success of donor conferences. While the MAP was unable to finance projects itself, it could nonetheless play an important role as an interface with financing institutions and other donors. It therefore had to be fully conversant with the instruments and programmes able to provide a response to eligible countries. The GEF MED precedent was an instructive first step in that direction. The MAP could also play a role at the bilateral level by approaching countries which traditionally lent support in the Mediterranean (Sweden, Denmark, Japan). For that purpose, the Unit and the RACs should in the long term recruit economists by modifying posts.

## 5. *Partnership*

38. Noting that the Athens Declaration, which recognized the important role played by the MAP, had not yet had any follow-up, on the proposal of the representative of Greece, the meeting requested the President of the Bureau to address a letter to the Greek Minister for the Environment in order to draw his attention to the question, because Greece was the current President of the European Union.

39. Regarding cooperation with intergovernmental and other organizations, several participants underlined the difficulties caused by the large number of international and regional conventions and agreements, particularly in areas such as biological diversity where the same species might be covered by several instruments. In view of those developments, the MAP should rationalize its cooperation by carefully choosing its partners with a view to effectiveness and complementarity.

40. Concerning cooperation with civil society, several participants drew attention to the role that might be entrusted to the Barcelona CP/RAC in order to set up links with the business world and economic circles which the MCS D had not yet been able to attract.

#### 6. *MAP visibility*

41. On the proposal of the Coordinator, the “think tank” heard a brief presentation from Mr. Baher Kamal, the officer in charge of information, on recent developments in the MAP in the area of information, publications and media relations.

42. As to the MAP website, two participants made suggestions to improve its quality by developing its interactive nature and its links to other sites and programmes, partners and international days, providing all the legal texts of the Barcelona system in MAP’s four working languages, collecting statistics on the number of hits, and envisaging publication of “Medwaves” in PDF format so as to reach a greater number of readers (schools, universities).

#### 7. *Institutional, management and financial issues*

43. A lively debate took place on the Regional Activity Centres and MED POL. One participant said that for more than 25 years the situation had been static and not very rational: the RACs did not all have the same legal status and their budgetary allocations varied. In general, the MED POL received the largest share. There was a need for harmonization and all should be given the same status and a more balanced budgetary allocation. Two other participants considered that, on the contrary, the situation reflected the essential differences, two Centres being responsible for implementing a Protocol (SPA/RAC and REMPEC), another (BP/RAC) being a private law body in line with the deliberate choice of the French Government, thereby raising problems for the issue of visas for meetings or scientific cooperation visits. In addition, the REMPEC came under the dual authority of UNEP and the IMO. Lastly, the two remaining RACs (CP and ERS) were not covered by the strategic evaluation because they had simply been placed at the disposal of the MAP by Spain and Italy respectively and the MAP was not directly responsible for them. In general, their financing had become more balanced over the past few years. In the case of MED POL, which was also responsible for implementing a Protocol, its budget had been greatly reduced in recent years, although that was not evident for the moment because of the amounts it received under GEF and French GEF projects. Traditionally, the MED POL had furnished substantial technical assistance to countries by maintaining and supplying laboratories and through research agreements with a large number of scientific institutions.

44. Agreement was reached on several points during the debate. Although the work of CP/RAC had been received most favourably, the question of setting up new Centres following proposals by countries was no longer on the table following the problems caused by the failure of the first stage of ERS/RAC, as shown by the reservations expressed regarding the proposal to establish a tourism Centre. When a country had a project to propose to the MAP as a whole, the new approach should be to establish a partnership of limited duration. That could be the case for the tourism project, to which could be added a “culture and heritage” component. The terms of reference of two Centres, BP/RAC and CP/RAC, dated back a long way and should be revised. The PAP/RAC’s terms of reference

had recently been refocused exclusively on ICAM. The Centres were viewed by countries and partners as technical structures, and rightly so, because they did not have the political authority of the Coordinating Unit. The Unit should therefore envisage giving the RACs increased support and follow-up for a whole series of issues of a more political nature, for example, biological diversity for SPA/RAC or the “environment and development” report for BP/RAC.

**Agenda item 5: Date, venue and agenda of the second meeting of the “think tank”**

45. Participants approved the following provisional agenda for the “think tank”’s next meeting:

- Introduction by the Coordinator;
- Consideration of the task force’s conclusions;
- Consideration of the future progress report to be submitted to the Bureau, with charts showing certain major trends (number and cost of meetings, etc.);
- Preliminary conclusions and recommendations to be included in the report.

It was also decided that the meeting would be held at the headquarters of the Coordinating Unit on 23 April 2003, subject to confirmation.

**Agenda item 6: Closure of the meeting**

46. Following the customary exchange of courtesies, the Coordinator declared the meeting closed at 4.30 p.m. on Wednesday, 6 March, 2003.



## **Annex III**

### **Part B**

#### **REPORT OF THE SECOND MEETING OF THE "THINK TANK" ON THE EVALUATION OF MAP**

(23 April 2003)

#### **Introduction**

4. At their Twelfth Ordinary Meeting (Monaco, November 2001), the Contracting Parties to the Barcelona Convention requested the MAP Secretariat to prepare a strategic evaluation of the general framework of the Barcelona Convention (operational entities and the MED Unit), entrusting the Bureau with deciding on the methodology and timetable.

5. At its meeting held in Monaco in October 2002, the Bureau of the Contracting Parties decided on the composition of the think tank to be responsible for the evaluation and on its broad outlines. The group held its first meeting on 6 March 2003 at the headquarters of the MAP Coordinating Unit. At the conclusion of its work, it decided to hold its second meeting in April 2003 and approved a preliminary draft agenda for that meeting.

6. The think tank accordingly held its second meeting on 23 April 2003 in the headquarters of the MAP Coordinating Unit in Athens.

#### **Participation**

5. All the members of the think tank took part in the meeting, namely, the President of the Bureau of the Contracting Parties (Monaco), accompanied by a technical adviser, a representative of a Mediterranean country member of the European Union (Greece), a representative of a southern or eastern Mediterranean country (Syrian Arab Republic), a representative of a Mediterranean country included in the next enlargement of the European Union (Slovenia), and two experts appointed by the Secretariat. The Secretariat of the Mediterranean Action Plan was represented by the Coordinator, the Deputy Coordinator, and the Programme Officer.

5. The full list of participants is attached as Annex I to the present report.

#### **Agenda item 1: Opening of the meeting**

6. Mr. Lucien Chabason, MAP Coordinator, opened the meeting and welcomed participants to the Coordinating Unit. He said that the meeting would essentially be devoted to the international environment of the MAP, which was an essential aspect of its evaluation. The international environment had changed greatly over the past decade and it was essential to take that into account if the MAP were to remain relevant. Three major changes had marked the period: (1) a change in the concept of sustainable development; (2) a change in the European Union; and (iii) a change in international environmental law. In Johannesburg, following progress that had in general been fairly rapid since Rio, the concept of sustainable development had been reaffirmed at a more global level, pillars had emerged – social, economic, governance – which had not occupied a particularly important place in Agenda 21 at Rio but had been given practical effect in the Johannesburg Declaration and Plan of Implementation. In addition, all the major United Nations agencies and many regional agencies had elaborated action programmes for sustainable development. The MAP had to become part of that new scene. It was an aspect that made the work of the task force on the MCSD's evaluation and future meaningful because the task force had specifically been asked to take into account the new orientations agreed in Johannesburg and to see how the

Commission could translate them and adapt them to the Mediterranean context. Consequently, in addition to the agenda proposed for the meeting, the group could commence by a preliminary exchange of views on the work of the task force, it being understood that the official report would first be submitted to the MSCD at its meeting in Croatia from 14 to 16 May 2003.

7. To illustrate his remarks, the Coordinator cited the example of water, on which an important conference had recently been held in Kyoto. The crucial challenge that water represented for the Mediterranean in years to come, particularly at the political level, was well known. For that issue, which had been one of the MCSD's first themes, the MAP had benefited from the expertise of Blue Plan regarding water resources and management of demand, that of MED POL on pollution, that of PAP/RAC on resource management, and of SPA/RAC on biological diversity. In that area, an expansion of the MAP's competence could be seen in parallel with limitations in other areas such as the economy (fixing rates, taxation, incentives, etc.). That was the type of question now facing the MAP and it was even more acute in the case of other problems highlighted in Johannesburg, for example, energy, agriculture and health.

**Agenda item 2: Adoption of the agenda and organization of work**

8. Ms. Tatjana Hema, MAP Programme Officer, introduced the main items on the agenda. She recalled that, at its first meeting, the think tank itself had outlined the framework for its current activities.. Two items concerned the MAP evaluation process itself, namely, the MAP's response to the challenge of sustainable development, and cooperation with the EU, more particularly the Euro-Mediterranean Partnership. A third item related to cooperation and synergy with other conventions and programmes. Those three items, mentioned at the first meeting, needed to be dealt with in more detail, especially the last one. The Secretariat had prepared for the group a draft table of contents for the evaluation report, which the think tank could submit to the Bureau and then to the Contracting Parties, together with a list of indicators for the MAP evaluation, on which the Secretariat was already working, so that the Bureau, at its next meeting in May 2003, would have a detailed document as background for the evaluation. Finally, the meeting would be called on to put forward some conclusions and recommendations on the subsequent stages.

**Agenda item 3: MAP's response to the challenge of sustainable development (including the need for internal institutional reform)**

Exchange of views on the note summarizing the task force's work

9. Mr. Arab Hoballah, Deputy Coordinator, introduced a short two-page note entitled "Task force report on the MCSD assessment and prospects: summary and the most essential elements from the report", which had just been circulated to participants. He pointed out that the note was informal and purely for information as the report itself had not yet been finalized. From a procedural point of view, the report should first be submitted to the next meeting of the MCSD, which had commissioned it. Nevertheless, the note reflected the spirit of the deliberations of the task force, which had just completed its work after holding two meetings in Barcelona, and set out the most salient features of several of the proposals.

10. The Deputy Coordinator reviewed the 18 points in the note, drawing particular attention to those he considered most important for the Commission's future. It was vital for the MCSD to move gradually from being an advisory body for the Contracting Parties to a genuine Mediterranean forum on political and strategic issues in the spirit of Johannesburg. It should serve as a link for enhancing regional governance, along the lines of the UNEP Conference in Cartagena. Without changing the number of its members but introducing a degree of flexibility for the major groups, members should be appointed in accordance with

certain criteria yet to be defined because, seven years after its creation, it had to be admitted that the Commission could only rely on the active participation of one quarter of its members. Flexibility was also the watchword for the working method and definition of the work programme for the next decade. The Commission was urged to encourage its members to develop type II partnerships so that sustainable development could make progress on key issues. Lastly, the MCSD Secretariat, whose resources remained constant, had for several years had to assume an increasingly onerous and wide-ranging role so it was proposed that there should be a progressive sequential approach with the appointment of a full-time officer in the first instance, then a call for more resources and staff so that, ultimately, in five or six years it would have a structure that made it better equipped to carry out its tasks.

11. Mr. Alexandre Lascaratos (Greece) expressed his surprise that the document before the group had only just been circulated, without giving members any time to study it, and that the person introducing the document had spoken on behalf of the task force even though he belonged to the Secretariat. He then conveyed his extremely deep disappointment, even astonishment, that the text did not deal with any of the crucial issues, for example, the fact that the MCSD was not really a sustainable development commission but rather an environmental forum which simply thought up bureaucratic solutions to substantive problems that had long been identified such as the lack of participation by groups in civil society. With such a text, the MCSD appeared to be embarking upon a very dangerous path of self-satisfaction, trying to set itself apart from the rest of the MAP structure. None of the issues mentioned by Mr. Chabason in his opening statement concerning the evolution in the concept of sustainable development since Rio was reflected in the task force's conclusions. Lastly, he was left with the impression that every effort had been made not to inform the think tank responsible for the overall evaluation of the MAP of the status of work in the task force, even though the latter had received a mandate from the MCSD and, naturally, had first to report back to the Commission.

12. Mr. Harry Cocossis, expert, considered that the question of the form and content of the MCSD was vital because it could affect the future of the MAP. What was the goal? What kind of role should the MCSD play? A forum of experts? A network of research centres? A forum where civil society could advise governments? The note was not very clear on that point. There was also another context that had not even been mentioned: the MAP functioned within the UNEP framework and UNEP's Governing Council had given a precise mandate to establish links with the United Nations Commission on Sustainable Development in New York and with ECOSOC. The MCSD should therefore play a leading role in that particular context.

13. The President, Mr. Bernard Fautrier, pointed out that the note under consideration had been submitted for information and the meeting had not been asked to discuss it in detail, which would take one or two days, but only to agree on a number of remarks to be conveyed to the next meeting of the MCSD in Croatia.

14. Ms. Reem Abed Rabboh (Syrian Arab Republic) agreed with the political content of the note, although in her view it had a number of technical or administrative weaknesses. For example, point 15 mentioned "All the RACs are encouraged to refocus their programmes towards more sustainable development issues", and point 17 "there should be a special budget line for the Commission, including all the activities of MEDU and the RACs related to sustainable development", that meant dissociating sustainable development from the whole MAP structure and activities, while at the same time it sought to commit the MAP to sustainable development to an even greater degree. There was an obvious contradiction.

15. The President said that he wished to make four comments: (1) the note did not mention the short term, namely, the major undertaking of elaborating the Mediterranean Sustainable Development Strategy; (2) the links with the UNCSD, as quite rightly mentioned

by Mr. Cocossis, were totally disregarded; (3) the MCSD could only be viable and credible if it represented the economic and social fabric, and the measures proposed for that purpose in point 5 seemed to be playing with words; (4) it was by no means certain that there was value added in institutionalizing the presence of IGOs by reserving three places for them in the Commission (point 5).

16. Mr. Chabason explained that it had not proved possible to circulate the note before the meeting. The task force had decided that its two Co-Chairs (Italy and Spain) would send a summary of their conclusions to the President of the Bureau and the think tank. As that text had not arrived in time for the meeting, the Secretariat had urgently requested authorization to prepare the note before the meeting so that the think tank would have some indications on the matter.

16. Mr. Van Klaveren (Monaco), speaking as a member of the task force, said that all the comments made responded to the ongoing concerns expressed at the discussions in Barcelona, even though the note, which was necessarily brief, could not contain all the points and had also to be read between the lines. Should the MCSD be for the MAP or for the Mediterranean? The task force had replied unambiguously to that fundamental question that it should be for the Mediterranean. That had led to the idea of bringing other institutional actors in the region into the MCSD so as to cover the new issues put forward at Johannesburg – poverty, social justice, agriculture, fisheries, energy, etc. – for which those actors had the expertise and the essential tools; it had also given rise to the idea of creating an informal interorganizational platform and having two or three representatives of IGOs within the Commission (not necessarily representatives of their Secretariats). Regarding the proposal on type II partnerships, that would bring together civil society, socio-economic actors, IGOs and NGOs around the new issues mentioned above, which was precisely what the speakers wanted. In that connection, the comments to be made by the think tank could be useful, not by filling in gaps that did not exist, but by helping the two Co-Chairs of the task force to make the MCSD aware of the concerns common to the think tank and the task force.

18. Mr. Cocossis considered that there were two opposing views and a decision would have to be taken: a MCSD for the Mediterranean in which the MAP would simply be an actor like any other, or a MCSD for the MAP in which the latter would still be the principal framework. Mr. Lascaratos had said that, in his view, it was a question of semantics with no substantive content because the MAP was exclusively for the Mediterranean; it had launched and financed the MCSD. There was indeed a flagrant lack of vision, as if the task force had not understood the debate that had been going on within the Commission for years because of its inability to associate civil society's driving forces and the socio-economic sector in its work. The need for links with the UNCSD had quite rightly been underlined by two speakers. Although the Commission should not closely imitate the New York Commission, the way it worked could serve as inspiration with its two-year thematic cycles, one dealing with strategic thinking and the other with the follow-up, and the participation of ministers concerned depending on the theme. The note under consideration meant that the MCSD would remain the closed club it had been for seven years without any tangible results.

19. The Deputy Coordinator responded to the concerns expressed and the criticism by emphasizing that at least 90 per cent of them could find a response in the 40-page document which the task force would submit to the meeting of the MCSD in May, but which had not been submitted to the think tank for reasons of professional ethics and the timetable. Emerging from the "environmental ghetto" and involving other actors, changing the orientation of the Commission and its programme in the light of the elaboration, content and implementation of the Mediterranean Sustainable Development Strategy, mobilizing other relevant ministries (economy, finance, agriculture, etc.), adapting and implementing Johannesburg, etc., were all to be found in the report in black and white. The debate was not "with or without the MAP" because the terms of reference of the MCSD, approved in

1997, already contained all the elements now demanded. They appeared explicitly therein and the problem was that, with one or two exceptions, they had never been applied. He strongly emphasized that the essential, vital question was that of appointment of the members of the Commission. The majority of the representatives of civil society appointed to date – although the remark also applied to some country representatives – were manifestly not qualified to belong to the Commission. They did not even take part in its work and were not at all motivated. Of the 36 members, the number who really participated in the Commission's activities with the aim of advancing the cause of sustainable development in the region could be counted on the fingers of one hand. Whole meetings went by without engaging in fruitful discussion due to the lack of valid participants. What could the Secretariat do under such conditions? It was not the Secretariat's role to intervene in the internal affairs of countries or institutions in order to obtain valid nominations. One solution would be to set precise criteria for candidates and there should be a clear mandate to that effect. In any event, if that major handicap was overcome, the MCSD would become operational and active, and other organizational, management or budget problems would be much more easily resolved.

20. Mr. Mitja Bricelj (Slovenia) said that the discussion showed that, from the outset, sustainable development had posed a problem of understanding. The MAP should first of all define what sustainable development meant for the region so that countries could then focus on that concept. He agreed with point 15 of the note, which encouraged the RACs to refocus more on sustainable development. He cited the example of the Danube River Protection Convention, which had working groups, where the focus was not only on marine ecosystems but also on land ecosystems, the subregional approach. In his view, the MCSD did not call for the creation of a new autonomous body.

21. Mr. Mohammed Saied, expert, recommended that the group make some general proposals to the MCSD rather than focus on the short note, which gave the impression that the task force had reached simplistic conclusions, judging by the clarification given by Mr. Hoballah and Mr. Van Klaveren. Going back to the origins of the MCSD, it was obvious that it had been set up within the MAP and for the MAP in order to constitute a "brains trust" and that there was a symbiosis between the two bodies. It was that vocation, which had often been cited as a regional model, which had to be preserved by ensuring that the Commission was represented at a high level so that there was genuine political commitment and that it was open to civil society and IGOs. The innovative feature was the evaluation, which corresponded to the preparation of a new cycle that would begin in 2005 with MAP III and benefit from the results of Johannesburg, just as MAP II in 1995 had benefited from Rio, with revised priorities, new areas covered, and new methods. The reform of the MCSD should be envisaged from a dynamic historical perspective that was regularly updated.

22. Ms. Hema considered that the environmental component remained the most important for countries such as hers – Albania – in the approach to sustainable development. From the perspective of other countries in the region, particularly those in the South and East, the MAP's role in support of the MCSD was essential.

23. Mr. Lascaratos stated that Mr. Hoballah's response, uttered with genuine passion and considerable sincerity, showed a disappointment that he understood and shared with regard to the level of participation of members of groups. Nevertheless, countries and the Secretariat no doubt also had their share of responsibility in that respect inasmuch as they had been unable to make the Commission sufficiently attractive. Perhaps it would be necessary to adopt a more practical, pragmatic attitude and give the Secretariat a role to play in appointing members. In addition, establishing links with the UNCSD would make it easier to mobilize actors from the desired ministries and institutions by conferring the label and authority of the United Nations body on its work.

24. The Coordinator summarized some of the comments he had noted from the discussion and which needed to be seen positively as it was essential to avoid creating tensions at the MCSD meeting the following month because that would only discourage the new members of the three groups and tarnish the image of the MAP gained through the Commission. There was a consensus to focus on civil society, the participation of the socio-economic sector, and preparation of the Mediterranean Sustainable Development Strategy. Regarding substance, the question was whether the MAP was capable, politically and institutionally, of dealing with the challenges of sustainable development. The problems encountered by the MCSD in connection with themes such as industry, urban management, etc. showed its limits in the economic and governance spheres and, *a fortiori*, social issues. Going from a marine convention to sustainable development was not easy. Even with additional expertise, could the MAP attract economic and social organizations? It was true that the latter did not like environmental bodies, but a change in mentalities could be perceived in the Mediterranean. The economic sector, business circles and employers were becoming better organized. After having long served as window dressing for the environment, sustainable development was taking form with its economic axis, to such an extent that at Johannesburg environmental organizations had felt themselves marginalized. That trend should be put to good effect by bringing the economic and social spheres into the Commission. At the political level, the Euro-Mediterranean Ministerial Conference in Athens had entrusted the MCSD with the Mediterranean Sustainable Development Strategy, and that confidence had to be justified. Lastly, concerning the MCSD's budget, Mr. Chabason considered that it should only cover the Commission's institutional activities and that sustainable development issues could not be removed from each RAC or each programme. In conclusion, the thinking could be summarized as being that the Commission should not be separated from the MAP, but should expand the latter's horizons.

**Agenda item 4: Cooperation with the EU, focusing on the enlargement process under way or planned and on the Euro-Mediterranean Partnership**

25. The Coordinator reviewed the development of relations between the EU and the MAP over the past decade, in a context that had changed radically at three levels: (1) the current enlargement, which would increase the number of Mediterranean countries belonging to the EU from four to seven, and the subsequent enlargement, which would raise the figure to 11 or 12, so the MAP would find itself, on the one hand, with countries taken up by assimilating the Community's rules and disciplines and, on the other, countries that would be posing the question of the relations between the MAP and the EU and the legal harmonization which the EU appeared to require of its neighbours, (2) the development of Community policies in areas covered by the MAP: since the directive on bathing waters in 1976, the EU had in recent years built up an impressive stock of environmental law (habitat directives, IPPC directive, framework directive on water, etc.), including the Erika 1 and Erika 2 packages in the maritime security area, whose provisions were stricter than those of the IMO, thereby creating a delicate situation in the Mediterranean with two different legal regimes; (3) the Euro-Med Partnership, with the EC's declared intention to associate the MAP henceforward. It was necessary to seize the opportunities afforded by those developments, which would lead to an administrative restructuring of the European Commission, by creating close links with those responsible for various policies in Brussels, establishing focal points within the corresponding structures, and showing greater political ambition, for example, through a memorandum of agreement between the MAP and the EC.

26. The Deputy Coordinator confirmed that in the EC there was a positive move towards the MAP and he reported on the 5<sup>th</sup> meeting of SMAP correspondents held in Brussels (1 to 5 May 2003). In the document synthesizing the regional processes established by the EC, which had been circulated prior to the meeting, the MAP's contribution was analysed exhaustively and highlighted. Several of the points adopted at the Athens Euro-Med Conferences had been embodied in proposals for synergetic mechanisms (half-yearly joint

meetings to discuss political and thematic issues, possible involvement of the RACs and other DGs on specific subjects). In addition, the MAP might be invited to make presentations to the Euro-Med Committee and cooperation among countries would be established through the respective correspondents and focal points. Although for the moment, on the EC's side, there was no question of preferential treatment for the MAP in respect of project financing, the overall impression was that those in charge in Brussels were ready to move ahead with the cooperation officially approved in July 2002 in the Athens Declaration.

27. During the discussions that followed the above two presentations, the meeting expressed divergent views regarding the scope of the changes mentioned. Some signs could turn out to be less encouraging than they first appeared, for example, the fact that the MAP should deal with the Enlargement and Neighboring Countries Directorate-General, which might mean that it would then be associated with the "foreign affairs" Council rather than the "environment" Council. Moreover, in the European Commission's document on "Pan-European Environmental Co-operation after the 2003 Kiev Conference", there was no reference whatsoever to the Mediterranean, even though it occupied the whole of Europe's southern shore. It was suggested that MAP should also remain in contact with the EU outside the Partnership, which did not cover certain MAP countries (the Balkans and the Libyan Arab Jamahiriya), thereby undoubtedly causing problems when the MAP/MCSD bodies adopted certain recommendations or decisions. One participant was in favour of a dual approach, progressive on the one hand, at the official level, with institutional arrangements (for example, for the submission of reports, MED POL activities) and, on the other, vertical - from bottom to top - with a proactive role for the MAP in respect of subregional initiatives.

28. Because of the increasingly marked dividing line between members and non-members of the EU, would there be a move towards a two-speed MAP? While one speaker considered that such a trend was realistic and even inevitable (at the level of reporting and recommendations adopted by the Contracting Parties, for example), others considered that there should be no such division. EC member countries would adopt the stricter Community rules while non-members would update their legal framework at their own pace, but without constraints and provided that the ratification of the amended or new Barcelona instruments was completed in the near future. In general, it was considered essential for the MAP to ensure that regional cooperation was not affected by bilateral agreements, which appeared to be a priority in the preparation process for the Kiev Conference (May 2003), and to adopt a more decisive approach to the EC so as to give practical effect to the issues agreed at the Athens Conference in July 2002. The Coordinator's proposal on a memorandum of agreement between the MAP and the EC was part of a political will to cooperate that needed to be reaffirmed, particularly as Europe was turning towards the countries of the East and, at least in the short term, its centre of gravity would move away from the Mediterranean.

**Agenda item 5: Cooperation and synergy with other conventions and programmes, particularly on the conservation of biological diversity**

29. The Coordinator introduced the item by outlining the situation in that area, where in recent years there had been a dramatic increase in the number of instruments both at the international level (Basel, climate, biological diversity, Stockholm) and the European level (Aarhus, landscapes, Kiev Convention, to be signed in May 2003), as well as dynamic activities by the UN/ECE and the Council of Europe, which had built on earlier texts (Bonn, Bern, Ramsar, etc.). Regarding the more specific issue of liability and compensation, which was on the agenda of the next meeting of the Bureau, there were a protocol to the Basel Convention, a European Directive being negotiated, the IMO Convention of 1996, a Kiev Protocol in May 2003, and the MAP was considering whether a new instrument under the Barcelona Convention could add further value. Lastly, there were also institutions, whether

or not environmental (EIB, WB, etc.), and the development of a regional or subregional system to promote environmental policies, such as the Budapest Regional Centre, which was very active.

30. The question of cooperation arose at three levels: (1) attendance at the regular meetings of the above bodies, which a Secretariat such as that of the MAP could only ensure within the limits of its resources and staff, and which was not always productive except in terms of image; (2) cooperation among Secretariats to identify mutual areas of interest and create synergy, which led to the signature of memorandums of understanding (Ramsar, Convention on Biological Diversity, soon the Red Sea Programme), although that type of cooperation needed to be better organized and strengthened; and lastly (3) cooperation with institutions that showed an interest in the Mediterranean (WB, EEA), which was by definition more operational.

31. Within the MAP, biological diversity was a special case because cooperation with the relevant conventions and institutions (Bonn, Bern, Ramsar, IUCN, WWF, etc.) had been handed over entirely to the SPA/RAC in Tunis, which was essentially a technical centre, managed by a national authority, with a regional vocation. Because it did not have international status, it might not have the authority needed to negotiate with other institutions and conventions or to ensure respect for the SPA and Biological Diversity Protocol. It was nevertheless the area in which international and regional law had developed the most. The Centre was currently being evaluated and that should provide some answers, while a change in its intermediate status could eventually be envisaged.

32. Mr. Chabason's final comments gave rise to an exchange of views. As far as the Tunis Centre was concerned, the meeting considered that, in view of the importance of biological diversity in the Mediterranean, the considerably expanded scope of the SPA Protocol with unprecedented provisions (SPAMIs), the role played by the Centre in other forums (for example, as the Mediterranean unit of ACCOBAMS), all militated in favour of giving the Centre international status, subject to the conclusions of the evaluation being conducted, but because the current financial constraints would make that difficult for Nairobi and the Contracting Parties, it should at least be given "intermediate" status like the Sahara and Sahel Observatory (OSS) set up in Tunisia. One speaker considered that, in the case of the Centre, national focal points appeared to lack the necessary competence to assist it in its work. Lastly, speakers considered that the joint meeting of national focal points for Blue Plan and the MAP remained relevant bearing in mind the complementarity of the two RACs and the need to define clearly the scope of their respective competences, but the ERS/RAC should no longer be associated because that was not its place and, in addition, it was the source of growing concern regarding its future within the MAP.

33. Regarding cooperation with other conventions and programmes, the meeting agreed that the focus should be on global conventions, especially those arising out of Rio that were of special interest to the Mediterranean (Biological Diversity, Desertification), programmes for neighbouring seas (Red Sea, Baltic), giving consideration to drawing up more politically-oriented memorandums of understanding that would lead to practical action, and maintaining minimum cooperation with European conventions. There was the question of the relations between the regional Protocols and the parent conventions (Izmir Protocol/Basel Convention, for example) and whether or not new instruments should be prepared on liability and compensation or coastal management. As had been shown by the Contracting Parties' recent discussions on proposals to create new RACs, it was now agreed that in each particular case decisions should be based on feasibility studies that showed the value added to be gained by the Mediterranean.

**Agenda item 6: Report on the MAP evaluation – table of contents which the think tank must submit to the next meeting of the**

**Bureau, to be held in Sarajevo on 19 and 20 May 2003 –  
next stages in its final preparation**

34. Ms. Hema introduced the table of contents for the report, which would be submitted to the next meeting of the Bureau. The meeting approved the table and agreed that it was the responsibility of the Bureau, a political body, to formulate in the report not only questions, proposals and options, but also precise recommendations drawn up in the light of the discussions in the think tank. Regarding Annex I to the report on "Performance indicators", the Secretariat was requested to find a more appropriate title, but to retain the table, expanding it with quantitative data that could be collected before submitting it to the Bureau as background for the evaluation. As the three evaluations under way (SPA/RAC, REMPEC, Historic Sites) would not be ready in time for the MAP evaluation, it was agreed that the report should be based on the Secretariat's introductory note, the reports of the think tank's two meetings, the report of the task force, and other prior but extremely useful elements to be found in MAP documentation, for example, the evaluations of BP and PAP/RAC or the strategic review – which had not been sufficiently utilized – and that MAP II should serve as a reference, i.e. the mandate dating from 1995. Lastly, it was requested that, if possible, a synthesis of the reports of the two meetings of the think tank be presented in a single annex.

35. The meeting agreed that the follow-up to some of the purely administrative recommendations in the evaluation report should be prepared on an informal basis immediately after the Bureau's meeting in case they were adopted by the Contracting Parties in Catania, so that no time would be wasted.

**Agenda item 7:                      Closure of the meeting**

36. The Secretariat said that, in view of the time-frame, the evaluation report would be sent to members of the Bureau shortly before their meeting in Sarajevo. It would be a draft to be discussed by the Bureau before a final version was prepared for transmission to the meeting of the national focal points in September and then to the meeting of the Contracting Parties in Catania in November 2003. The members of the think tank would also shortly receive the report of the present meeting.

37. Following the customary exchange of courtesies, the Chairman declared the meeting closed at 4.45 p.m. on Wednesday, 23 April 2003.



## Annex III

### Part C

#### REPORT OF THE THIRD MEETING OF THE "THINK TANK" ON THE EVALUATION OF MAP

(30 June 2003)

#### Introduction

7. At their 12th Ordinary Meeting (Monaco, November 2001), the Contracting Parties to the Barcelona Convention requested the MAP Secretariat to prepare a strategic evaluation of the general framework of the Barcelona Convention (operational entities and the MED Unit), entrusting the Bureau with deciding on the methodology and timetable.

8. At its meeting held in Monaco in October 2002, the Bureau of the Contracting Parties decided on the composition of the "think tank" to be responsible for the evaluation and on its broad outlines. The Think Tank accordingly held its first and second meetings on 6 March 2003 and 23 April 2003 respectively at the headquarters of the MAP Coordinating Unit. At its meeting held in Sarajevo on 19 and 20 May 2003, the Bureau of the Contracting Parties *"accepted the principle of a further meeting of the Think Tank on the evaluation to be organized before the meeting of MAP Focal Points in order to provide better justification in support of certain recommendations and to undertake an in-depth examination of the future prospects for the MCSD"*.

9. Pursuant to the Bureau's decision, the Think Tank held its third meeting on 30 June 2003 at the headquarters of the MAP Coordinating Unit in Athens.

#### Participation

6. All the members of the Think Tank took part in the meeting, namely, the President of the Bureau of the Contracting Parties (Monaco), a representative of a Mediterranean country member of the European Union (Greece), a representative of a Southern or Eastern Mediterranean country (Syrian Arab Republic), a representative of a Mediterranean country included in the next enlargement of the European Union (Slovenia), and two experts appointed by the Secretariat. The Secretariat of the Mediterranean Action Plan was represented by the Coordinator and the Programme Officer. A UNEP/MAP consultant responsible for assisting the Think Tank was invited to attend the meeting.

5. The full list of participants is attached as Annex I to the present report.

#### Agenda item 1: Opening of the meeting

6. Mr. Lucien Chabason, MAP Coordinator, opened the meeting and welcomed participants to the Coordinating Unit. As the Think Tank was a subsidiary body of the Bureau, he informed the meeting that the official steps taken in New York by the United Nations missions of countries members of the Bureau had resulted in an extension of his term of office until the end of November 2003, thus allowing him to participate, as head of the Secretariat, in the 13<sup>th</sup> Meeting of the Contracting Parties in Catania.

7. All the members of the Think Tank congratulated Mr. Chabason on the outcome which, in their view, presaged the success of the meeting in Catania, and the representatives

of Greece, Slovenia and the Syrian Arab Republic drew attention in that connection to the action taken by their respective Governments at the United Nations Secretariat.

8. The Coordinator introduced Mr. Bernard Glass, UNEP/MAP consultant, who had been engaged following a request at the last meeting of the MCSD to examine the role of the Secretariat and its contribution to the work of the MCSD. The Secretariat had considered it opportune to invite Mr. Glass to attend the meeting before he completed his task because he could provide a valuable initial overview during the discussions.

**Agenda item 2: Adoption of the agenda and organization of work**

9. Ms. Tatjana Hema, MAP Programme Officer, briefly summarized the context of the meeting. At its latest meeting in Sarajevo, the Bureau had in general approved the draft of the preliminary report on the evaluation of MAP, together with its recommendations presented to the meeting by the Secretariat. Some amendments of substance and form had been requested by the Bureau, together with revision and amplification of the charts. The convening of a further meeting of the Think Tank had also been requested for the purpose of holding an in-depth discussion of issues such as the future of the MCSD, which had been left in abeyance pending the presentation of the official conclusions of the Task Force at Cavtat and the MCSD's decisions thereon. The meeting's agenda therefore included, firstly, an important item on the contribution of MAP's structures to the work of the MCSD and, secondly, consideration, section by section, of the draft MAP evaluation revised in the light of the Bureau's comments (UNEP(DEC)/MED WG.236/2). The participants adopted the agenda presented.

**Agenda item 3: MAP contribution to the work of the MCSD**

10. The Coordinator said that, two weeks previously, the Secretariat had organized a meeting of RAC Directors, who had expressed their views without hiding their concern regarding the future of the MCSD. Overall, the situation of the MAP and its various components was favourable: the MED POL had made progress with the Strategic Action Programme (SAP), with its solid foundation in the GEF project, which would soon be granting a large new tranche of financing; the SAP BIO was nearing completion and had been favourably reviewed by the SPA/RAC Focal Points at their meeting in Marseille; in addition, there were the feasibility study on a new ICAM instrument, the excellent cooperation between REMPEC and the IMO and the EU, and the Blue Plan's Environment and Development report, which would extend and concretize the conceptual trends in sustainable development in the region. The real "crisis" that had been affecting the MCSD for at least the past two years could have a serious impact on the effectiveness and generally good reputation of the MAP. It was therefore necessary to find remedies, focusing on the role of the Secretariat.

11. At the proposal of the President, the meeting agreed that, in addition to the contribution of MAP's structures to the work of the MCSD, it would be appropriate to have a further exchange of views on the various problems raised by the MCSD in order to define or, where appropriate, revise the "analysis" and "proposals" sections concerning the Commission in the new evaluation report before it. In this regard, Mr. Fautrier drew attention to a paradox: the MAP, in setting up the MCSD, had been a pioneer of sustainable development in the region during the post-Rio phase and, today, when a number of Mediterranean countries were establishing national commissions or even secretariats or ministries of sustainable development and the concept was gaining ground everywhere, the MCSD, after accomplishing valuable work on sensitive issues in the first instance, now appeared to be paralysed and to entertain doubts as to its nature and mission. That should not lead to self-doubt, however, because in the past the UNCSD itself had erred and, as far as one could judge, not all national SDCs were operational.

12. After noting that in any evaluation it was always difficult to distinguish between problems related to the structure, the functioning, or the persons involved, the Coordinator said there were three major reasons for the MCSD's weakness: (i) it had been established within a body whose essential task was related to the marine environment so there was reticence in economic circles, little representation of sectors dealing with sustainable development, particularly regarding the expanded Johannesburg agenda, etc.; (ii) the operating procedures, with often ill-advised choice of subjects, academic work, under-represented sectors of society, inability to establish an effective network of sustainable development experts; and (iii) inadequacies in the Secretariat, which a priori had limited expertise to deal with major general issues.

13. Mr. Alexandre Lascaratos (Greece) considered that section 3.3.2 of the evaluation report, which contained an analysis of the weaknesses of the MCSD, in no way reflected the discussions at Cavtat and the work of the Think Tank at its two previous meetings. In his view, it was exaggerated to attribute all the weaknesses to structural problems and the mandate of the MAP to protect the marine environment. The environment was a cornerstone of sustainable development and it was well-known that ministries of the economy were suspicious of that new concept of development. At the meeting of the UNCSD in New York, ministers for the environment had been in the majority. The fact that country representatives in the MCSD were often also MAP Focal Points no doubt had some disadvantages, but above all it had advantages because if they were replaced by eminent experts the latter would certainly make interesting declarations but, as they were not familiar with the workings of the State, they would not have the right contacts within the government and be able to follow up recommendations. He would once again emphasize that the failure of the MCSD was not of a structural nature but was due to its methods and its pace of work, as well as its total lack of interest in the follow-up. Recent developments in the UNCSD offered a solution by establishing a two-year cycle of themes (including an implementation year) devoted to the results of the implementation of the themes dealt with in various countries and a policy year when practical proposals for improving implementation in the light of the lacunae observed were considered. The MCSD could follow that model without losing sight of the Mediterranean's special characteristics (important role of tourism, etc.)

14. Mr. Harry Cocossis (expert) pointed out that several sustainable development bodies worldwide were independent of environmental structures. He drew attention to the meeting held in Athens in January 2003 involving the Mediterranean and Baltic Seas as a follow-up to the Euro-Med Ministerial Conference of July 2002. The Baltic 21 Commission was a completely different body, designed and attended by prime ministers, and it had an impact on all ministries in specific areas (industry, education, etc.), with a view to complementarity, i.e. the introduction of the environmental dimension into sectoral policies. In his view, the MCSD should confine itself to the environmental aspects of sustainable development. Regarding country representatives, he considered that they should be selected over a wide spectrum.

15. Mr. Mitja Bricelj (Slovenia) first of all underlined the need to deal with sustainable development issues at the international level within the relevant United Nations bodies such as UNEP and the FAO, focusing on sectoral issues (for example, fisheries with the FAO/CGPM). The emphasis should therefore primarily be on coordination with international bodies. At the regional level, a certain confusion arose, with limited margin for manoeuvre. The experience of Mediterranean cooperation over the past decade showed that the subregional approach was the most effective, for example, the Adriatic Initiative, in which the MAP played an important role. In his view, a response to the problems of the MCSD could to a certain extent be found in the subregional approach and not in setting up a more or less decentralized independent body.

16. Mr. Mohammed Saied (expert) shared the view that there should be no feeling of failure as far as the MCSD was concerned inasmuch as, all things considered, at the national and global levels the other similar commissions that were operational had not done any better. Secondly, the MCSD had only been in existence for a few years and it was normal that it should have a difficult past and still be finding its way. Nevertheless, after analysing its negative aspects, solutions for improvement should be sought. Regarding its composition, it would be logical and appropriate to include representatives of national SDCs (or similar bodies) in Mediterranean countries. Furthermore, the Coordinator's questionnaire, which was Annex II to the evaluation report, could be sent to all Mediterranean actors that might potentially be members of the MCSD (local authorities, socio-economic groups, etc.) so as to obtain information for the selection of future partners. In addition, a seminar bringing together all the MAP actors (MED Unit and the RACs) should be organized in order to encourage them to adopt a common approach to the Johannesburg Plan of Implementation and integrate it in their day-to-day work and all the programme activities financed through the Trust Fund.

17. Ms. Reem Abeh Rabboh (Syrian Arab Republic) wondered what was the real intention regarding the MCSD: was it to tackle and resolve all the Commission's problems or to relieve it of responsibility by delegating its tasks to other bodies? After reading section 3.3.3 of the evaluation report, which stated that "*MEDU should delegate to the competent Regional Activity Centres ... the core thematic work*" and "*Blue Plan could be entrusted with the conceptual work for the preparation of the MSSD*" (paragraph 62), using the new post to be created within the Secretariat, she had the impression that the aim was to transfer the MCSD's role and competence and in her view that was unfair taking into account the work accomplished by the Commission since 1995 and the fact that many of its weaknesses were at the national level owing to the poor choices made by countries when sending representatives or experts.

18. Regarding the excessive importance given to the structures and MAP's marine environment mandate, Mr. Lascaratos once again emphasized that it was simply a question of inadequate functioning of the existing structures, particularly in the Secretariat, and as an example he cited the fact that at the last MCSD meeting in Cavtat the floor was never given to the representative of the Baltic 21 Commission, even though its interest and competence had rightly been lauded. Concerning the representativeness of the MCSD, in his view a reasonable solution would be to expand and increase the delegations to the Commission according to the subject dealt with, while at the same time ensuring continuity of representation.

19. Following the initial exchange of views, the Think Tank agreed that the sections of the evaluation report dealing with the MCSD submitted by the Secretariat called for revision of certain paragraphs in order to attenuate their overly negative and pessimistic aspects. Five aspects should be taken into account for the revision: (i) with regard to the MCSD's composition, participation by MAP National Focal Points should not be excluded forthwith but States should be urged to expand their delegations to include members of national SDCs or other similar organizations, where those existed, or experts in sustainable development aspects other than the environment, depending on the subjects dealt with and the meeting's agenda; (ii) the new formula adopted by the UNCSD should be taken as a basis, namely, themes taken up over a two-year period with the second year devoted to consideration of the follow-up, bearing in mind the special nature of the Mediterranean; (iii) revision of the MCSD's terms of reference because the eight tasks currently listed therein were much too burdensome; (iv) regarding the possible role of the Blue Plan in preparing the Mediterranean Strategy for Sustainable Development. (v) intergovernmental and other international and regional organizations should be actively involved in themes within their competence.

20. The meeting then invited Mr. Bernard Glass, UNEP/MAP consultant, to give his views on the relationship between the MAP Secretariat and the MCSD. Mr. Glass first referred to the conceptual expansion and the partnership called for by the trend in sustainable development in the region over the past thirty years, with the growing realization of the concept of governance, whose implications still had to be clarified and defined. He noted that, for reasons that were internal to METAP, the partnership with the latter had become less important, but there had been a significant increase in the role of the European Union as a Contracting Party as the number of Mediterranean countries members of the Union had risen from two to four, and would soon be seven with the enlargement.

21. He then briefly described the background to the functioning of the MAP-MCSD: initial phase of vigorous efforts by the Secretariat in support of Agenda MED 21 in 1994-1995, followed shortly after by the creation of the Commission in Rabat at the end of 1996, with a clear and coherent plan, the adoption of an interesting system of task managers and support centres (essentially two at that time, namely, BP and PAP); as of 1997, one important step had been a source of confusion when the MCSD utilized networks of experts, some of which functioned well whereas others disintegrated over time, with the Commission choosing its themes too hastily, so improvisation had been a characteristic of some of the thematic work; the period up to 2001, which had still been experimental, had been marked by the publication of the Strategic Evaluation, a valuable document but one which did not go into sufficient detail regarding the themes discussed since the outset, the creation of the Barcelona CP/RAC, and the growing problem of human resources to be mobilized for the Commission's work; and, lastly, 2002-2003, which was a highly active phase and saw the addition of four new themes, even though the preceding eight themes had not all been completed or lacked follow-up, the untimely introduction of the Johannesburg issues, the establishment of a Task Force with a view to in-depth reform but too dissociated from the facts and the possibilities, and the reintroduction of a cultural dimension to replace the 100 Historic Sites.

22. In conclusion, at the current stage, Mr. Glass had noted an over-extension of the Secretariat's scope of activities and too little delegation to the MAP structures (RACs and MED POL), which could provide more support, a prejudicial destabilization of the Commission, of which all the RAC Directors and other senior MAP staff were aware, with dissipation of effort as a result of duplication. There was therefore a general desire for firmer guidance, better targeted and more practical, with activities commensurate with the means (including additional financing). Overall, if all the work on sustainable development was assembled, amounting to over 1,000 pages, it could be seen that there had been little progress from the conceptual standpoint, as shown by the publication of the Strategic Evaluation and the recent submission of the Orientations for the MSSD at Cavtat. That was due to the inadequacies of the operational methods and insufficient synergy with intergovernmental, international and regional organizations (Euromed-MEDA II, CGPM, WHO regional bureaux, etc.) in their respective areas of competence. The result had been the predominance of informal texts, in other words, documentation that had not been circulated as it should have been. At the Secretariat level, therefore, there needed to be clarification and refocusing, with a revision of the terms of reference, as already mentioned (particularly relieving the Commission of some tasks), more selective working methods with one single mechanism that should remain within the Coordinating Unit in order to allow economies of scale, confirmation that the Commission would be under the direction of the Coordinator, and a clear definition of the responsibilities of the various RACs.

23. In response to questions from the floor, the Coordinator explained that the document to be submitted shortly by Mr. Glass was solely intended for the Think Tank and would not constitute an addition to the already extensive documentation to be submitted to the Contracting Parties in Catania. The decisive elements of the report would be incorporated into the Think Tank's evaluation report and the document itself could be annexed thereto.

24. The Secretariat drew the meeting's attention to several concrete proposals in section 3.3.3 "*The contribution of MAP structures to the work of the MCSD*" in the evaluation report that had not yet been discussed and on which the Think Tank would have to take a decision. The MED Unit had made a valuable contribution to the MCSD with regard to the institutional and legal aspects, the organization of meetings, and the provision of funding. On the other hand, it had been less effective regarding promotion, communication and preparing documents such as the Strategic Evaluation and the Orientations for the MSSD, which had been the subject of strong criticism at Cavtat in May 2003. It was therefore proposed that the MED Unit should retain its role as Secretariat in the strict sense, i.e. its institutional, legal and political functions, develop its information function, remain responsible for the budget, drawing up the programme, and relations with the UNCSD. It was also proposed, however, that it delegate the majority of its actual work for the MCSD – consideration of themes and substantive reporting – to the appropriate RACs. As far as Blue Plan was concerned, it was widely acknowledged that it had carried out excellent work on indicators, tourism, and water demand management, even though the work was fairly academic. It was finalizing the report on Environment and Development, which was of major importance for an understanding of sustainable development in the region. It thus seemed logical to entrust Blue Plan with providing technical support for the preparation of the MSSD, the priority for the next phase, as requested and supported by the EU. Consequently, over the next two years, the post of economist to be created within the Secretariat should be assigned to the Blue Plan; it could be eliminated or reassigned after the MSSD had been completed and adopted at the Meeting of Contracting Parties in 2005. The Blue Plan would not be innovating as regards the MAP inasmuch as the MED POL had drawn up the SAP strategy, the SPA/RAC the biological diversity strategy, and REMPEC was about to elaborate the strategy for implementing the Emergency and Critical Situations Protocol. In addition, with regard to the CP/RAC in Barcelona, whose efficiency was widely recognized and which had worked on the "industry" theme, it was proposed to modify its title and make it a "Mediterranean Enterprises and Sustainable Development Centre", providing the MCSD with a contribution that would remedy one of its most serious shortcomings that had often been criticized.

25. The Secretariat's two proposals on the Blue Plan and CP/RAC gave rise to a lively discussion. Regarding Blue Plan, all speakers put forward views concerning the intention mentioned in the report to assign to Blue Plan the flexible post set up within the Secretariat for two years for the purpose of elaborating the Mediterranean Strategy for Sustainable Development (MSSD). During the first phase of its discussion, the meeting had already decided that the BP's role would be limited to technical support for the Strategy's elaboration and that decision did not change. The MSSD did not only concern all the RACs, but all the other regional actors involved, under the guidance and coordination of the MED Unit. It was surprising that, 18 months after the initiation of the work with an initial phase devoted to a synthesis of the three basic documents in the form of Orientations for the MSSD, submitted at Cavtat after a number of preparatory meetings, and a large workshop held in Barcelona, it was still necessary to rely on the work of an expert for a further two years when a lot of excellent work was already available, for example, the EU's sustainable development strategy. The work risked being to the detriment of the thematic work and, after such a long period, there was a danger that it might be obsolescent as soon as it was completed and finish up at the bottom of a drawer. The Blue Plan already had some excellent sustainable development experts. As worded, the proposal embodied a contradiction: a flexible post was created within the MAP but was then made stationary for two years. That appeared to be a hasty decision when the EU, which had officially declared its interest in the MSSD at the Euro-Med meeting in Athens, could no doubt make human and financial resources available to the MAP. The Think Tank's general view was that, alongside the Coordinator, the MED Unit should have a person able to coordinate all the sustainable development activities of the RACs and the Commission so that there was a centralized and overall perception that would not be possible if the post was within a RAC.

26. Ms. Hema explained that the BP option in no way implied that the other RACs would not be involved in the elaboration of the MSSD, quite the contrary. Experience in recent years had, however, shown that when the MEDU was involved in preparing basic documents (for example, the Strategic Evaluation and the Orientations), it was to the detriment of its coordination, supervision and promotion role and the result was generally not as expected. The advantage of the BP was that its permanent mandate and functions were to analyse the elements of sustainable development and it therefore had the necessary databases and indicators.

27. Mr. Chabason stressed that, in making the proposal on the BP, the Secretariat's intention was obviously not to favour one RAC over another but to draw the lessons of Cavtat and the fact that, up until now, in launching the MSSD consultants had been recruited and had duplicated the relevant work carried out by the Sophia Antipolis Centre. The MSSD would probably be the major task over the coming biennium, and at the Euro-Med meeting in Athens the EU had expressly recognized that it was the responsibility of the MAP and the MCSD. It was a basic document that responded to a strong general demand and it was unthinkable to miss the opportunity once again owing to lack of appropriate methods of work. He did not share the view that the document was easy to prepare: it implied a participatory process on a regional scale in order to allow the various actors to feel involved, which would be a guarantee of its implementation. Another advantage of delegating the task to the BP would be that the MED Unit and the Deputy Coordinator, who had hitherto been responsible for the MCSD, would be freed for their coordination and promotion role whereas the economist to be assigned to the BP would be able to utilize the necessary knowledge, documentation and networks relating to sustainable development. Nevertheless, he understood some of the concerns expressed.

28. As former Director of the BP/RAC, Mr. Glass underscored the burden which the MSSD would mean for the BP because the resources it would have in order to fulfil its role would not be constant, the experts detached would soon return to the French Government. Consequently, the Centre's position would soon become impossible if it was not given a new post for a fixed period.

29. Taking into account the consensus that the post envisaged should be assigned to the MED Unit, the President considered that the two parts of the proposal put forward by the Secretariat could nevertheless be retained: a flexible post should be created within the Secretariat and temporarily assigned elsewhere. They should be expressed differently however: a "mobile official" should be recruited by the Unit to be responsible for sustainable development activities and, depending on the problems, action and tasks decided by the MCSD, the official could be detached or assigned to a particular RAC for a given period. The official would to some extent be a "one-man band" for the MCSD, under the guidance and political direction of the Coordinator and Deputy Coordinator. The meeting agreed that the proposal should be reformulated in that way.

30. Regarding the modification of the CP/RAC in Barcelona, three speakers doubted whether the Centre, which currently focused on clean production technologies, had the capacity to expand its expertise to cover economic activities under the title "Enterprises and Sustainable Development". By doing so, it would encroach on areas that were within the competence of other MAP components (tourism, fisheries, hazardous waste, etc.). One participant noted that the Barcelona Centre already focused on enterprises and considered that it could cover the change in patterns of production and consumption, an issue which had been highlighted in Johannesburg. Another speaker wondered whether the expanded terms of reference envisaged would have financial implications for the MAP, because the Centre was funded by Spain and so far there had been no budgetary line for the Trust Fund.

31. The Coordinator said that the question of modifying the Centre had been the subject of discussions with the Spanish national and provincial authorities over the past three months. The authorities had been very receptive and were clearly desirous of playing an active role in sustainable development through the Centre without becoming a burden on the MAP budget. The Centre, for its part, was quite ready for the modification, meaning primarily a change in approach and the establishment of links with the private sector, thereby remedying one of the clear gaps in the MAP and the MCSD. Following the explanations given by the Coordinator, the Think Tank approved the proposal on the CP/RAC.

**Agenda item 4: Approval of the final draft of the report on MAP evaluation**

32. At the proposal of the Secretariat, the meeting decided to consider the draft final report section by section and paragraph by paragraph, with the exception of the sections on the MCSD, which had just been discussed, and focusing on the amended parts of the text, particularly the question of National Focal Points. The Bureau had requested the convening of the meeting in order to give further consideration to that question *inter alia*.

33. At the proposal of a participant, it was decided to add a glossary of the acronyms and abbreviations used in the text of the report.

34. MAP National Focal Points system (section 3.5): following a presentation of the new format by Ms. Hema, including the definition of the role of National Focal Points, two participants expressed the view that the two options proposed for the clarification of tasks assigned to the National Focal Points at the national level could with difficulty be accepted by the Contracting Parties, which would see them as interference in their internal administrative procedures. The meeting therefore decided to delete the two paragraphs concerned. In addition, it considered that the word "mandate" of National Focal Points should be avoided because it did not have any official legal basis within the MAP and more flexible wording such as "framework for the definition of tasks" should be used.

35. Partnerships and synergy: cooperation with the European Commission (section 3.6.1): the Coordinator briefly described recent trends in the relations between the MAP and the EC, noting that the legal interface, which had previously been confined to the directives on bathing waters and wastewaters, had expanded as a result of the framework directive on water, the Erika I and Erika II packages, the ICAM strategy, the new strategy on the marine environment, and the Euro-Med partnership. It was no longer a question of the passive relationship that had been the rule for several years. The contacts he had recently had with senior EC officials and correspondents in Brussels had left him with the impression that they were open to more active cooperation and that aspect would be underlined in a special recommendation to be submitted to ministers in Catania proposing the initiation of negotiations on a joint programme of work to be approved subsequently by the Bureau. Likewise, the MAP-EC geographical interface had been extended towards countries in the Eastern Adriatic.

36. At the proposal of two participants, it was decided to avoid any reference to the internal restructuring of the EC and, in the context of MAP-European Union cooperation, to give priority to the Euro-Med partnership. Regarding enlargement and the Community's rules and principles, seen as an area of cooperation, one participant pointed out that the candidate countries already received assistance from the EU for that purpose and it was important not to give the impression of discrimination against Mediterranean countries that were not potential candidates when they could justifiably seek assistance from the MAP.

37. After having considered the report as a whole, made some amendments or some suggestions for changes deemed necessary, the Think Tank authorized the Secretariat to revise the text accordingly and prepare the final report for submission to the meeting of

National Focal Points in September and then to the meeting of Contracting Parties in November.

**Agenda item 5: Other business**

38. There was no discussion under this agenda item.

**Agenda item 6: Closure of the meeting**

39. The Secretariat indicated that the final version of the report, revised in the light of comments made at the present meeting and incorporating the main elements of Mr. Glass' report, would be circulated to members of the Think Tank within two weeks for consideration and comments. The Secretariat would also prepare a report of the meeting for subsequent circulation.

40. The Coordinator announced that Mr. Arab Hoballah, Deputy Coordinator, had undergone a serious operation that morning. The President requested that best wishes for a speedy recovery be transmitted to Mr. Hoballah on the part of the Think Tank as a whole and that they be included in the report of the meeting.

41. Following the customary exchange of courtesies, the President declared the meeting closed at 5 p.m. on Thursday, 30 June 2003.

**Annex IV**

**MEDITERRANEAN COMMISSION**

**ON**

**SUSTAINBLE DEVELOPMENT**

**ANALYSES AND PROPOSALS FOR THE SECRETARIAT**

Mission report  
Bernard GLASS, UNEP/MAP consultant  
July 2003

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## NATURE AND CONDUCT OF THE MISSION

In a contract dated 11 June 2003, the Coordinator of the MAP Coordinating Unit (MEDU) requested the rapporteur to analyse the foreseeable situation and the functioning of the MAP Secretariat and structures in relation to the MCSD's activities in order to draw up proposals on enhancing the effectiveness, credibility and visibility of the MCSD and adapting the MAP to the challenges of sustainable development (SD).

In the first instance, the rapporteur considered around thirty documents on SD activities at the United Nations (UN) – Agenda 21 from Rio 1992 and the Plan of Implementation of the World Summit on Sustainable Development (WSSD) at Johannesburg in 2002; and on the activities of the UNEP/MAP/MCSD – the basic texts of 1975 and 1995, Agenda MED 21 of 1994, reports of the nine meetings of the MCSD (including one extraordinary meeting), reports of the 9<sup>th</sup> (Barcelona, 1995) and 12<sup>th</sup> (Monaco, 2001) meetings of the Contracting Parties, the 2002-2003 reports of the MCSD's Task Force (TF) and the Think Tank (TT) responsible for the MAP evaluation.

Two meetings in Athens, namely the meeting between MEDU and the Directors of the Regional Activity Centres (RACs) and the MEDPOL Coordinator (16 June 2003) and that of the TT (30 June 2003), enabled the rapporteur to exchange views and obtain additional information for the purpose of preparing this report, which focuses on the three major elements of the terms of reference for the mission (see Annex 1).

## INTRODUCTION

### THE MCSD, AN ADVISORY BODY WITHIN THE MAP?

The institutional provisions for MAP-Phase II determined by the Contracting Parties in 1995 are clear : “The MCSD is established within the framework of MAP. It constitutes a **forum for open dialogue and consultation with all relevant partners on policies for promoting sustainable development** in the Mediterranean Basin on the basis of activities and contributions identified by MAP–Phase II and implemented by Parties and the MAP in line with Agenda MED 21. It **advises on activity programmes** and formulates the necessary recommendations for the Contracting Parties. The Coordinating Unit provides Secretariat services for the Commission.”

It should be stressed, however, that the purpose and functions set out in the MCSD’s terms of reference (see Annex 2) go beyond the framework determined by the Contracting Parties. They assign a broad and ambitious sphere of activity largely based on Agenda MED 21, whose scope is only indicative as it has no international legal status.

In particular, how can an “**advisory body** [established] **to make proposals to the Contracting Parties within the framework of the Mediterranean Action Plan**”, supported and administered by a Secretariat with limited resources for its coordination mission, in particular:

- “identify, evaluate and assess the major economic, ecological and social problems set out in Agenda MED 21” and
- “assist the formulation and implementation of a regional strategy of sustainable development in the Mediterranean”,

without running the risk of becoming less effective, credible and visible within the UNEP/MAP structure? If this is so, what should be the organization and methods of the Secretariat? Although the MCSD was based on the working methods of the United Nations Commission on Sustainable Development (UNCSD), and it is specified that the latter comes directly under the United Nations Secretariat and not UNEP, as of its first meeting in 1996, the programme of activities adopted was only partly related to MAP’s structures and environmental mandate. The BP/RAC, which initiated the systemic approach required by SD, and PAP/RAC, the promoter of integrated coastal area management, have been those most involved as “support centres” for the “task managers”. Over seven years, seeking to fulfil the MCSD’s purpose and functions in accordance with its terms of reference has generated an impressive amount of work on the part of the Secretariat, which raises some questions. **Is it realistic or viable to integrate all the activities recommended in Agenda MED 21 and, more recently, in the Plan of Implementation of the Johannesburg WSSD, into MAP’s environmentally-focused programmes, as is presently the case, when resources remain virtually constant?**

Setting aside the present situation of the UNEP/MAP/MCSD system, which seems to be increasingly unsatisfactory, **there are two options:**

- on the one hand, the option formulated by the MCSD Task Force, which involves **a substantial increase in resources and a separate SD structure** within the Coordinating Unit, but this solution was not endorsed by the MCSD at its 8<sup>th</sup> meeting in May 2003;
- on the other hand, the option proposed in the form of draft recommendations by the MCSD at its 8<sup>th</sup> meeting (see Annex 3) aimed at **developing and making the best use of the MAP structures for targeted SD objectives taking into account the expertise of the RACs and MEDPOL**. For this purpose, the

Coordinator was authorized both by the MCSD and the MAP Think Tank to **“identify, through outside professional advice, the appropriate means required for the MAP structure, including the MCSD, to successfully respond to the requirements for the promotion of sustainable development to promote SD at regional level ”.**

This mission report is based on the second option, with the addition of certain considerations by the TF and the TT and it will deal with the following in order:

- developments in the situation of the MCSD;
- functioning of the Secretariat and the RACs in relation to the MCSD;
- clarification and refocusing of SD activities within MAP.

## PART I

### **THE CHANGING SITUATION OF THE MCSD : a broadened concept and expanded partnerships need direction and prioritization**

The formal endorsement of the concept of SD in the late 1980s reinforced the BP/RAC's recommendations on "choosing sustainable development" for the Mediterranean region. BP/RAC'S systemic and prospective studies had underlined the need to integrate economic, ecological and social aspects into national and local development policies at the European level and to ensure cooperation in this broader context. It thus contributed to the creation and activities of the MCSD within the MAP.

Over the past 20 years, a large number of financial considerations and institutional initiatives have both reinforced SD activities and made them more complex at the various levels of the political structure and social involvement.

In addition, the concept of SD increasingly encompasses cultural aspects and the governance process. From being a "carrier" for the environment, it runs the risk of becoming its "diluter".

It is thus necessary to analyse the significant elements of this trend and the corresponding adaptation of the MCSD, whose Secretariat within MEDU has a decisive role to play.

#### **I.1 The Mediterranean route from the environment to SD : difficult adjustments at the institutional level**

Broadly speaking, in the Mediterranean, governments gradually started to take the environment into account over a period of 20 years as of 1970. **The United Nations Conference on the Human Environment in Stockholm in 1972** was the origin of UNEP and the MAP, which focused strongly on the "marine environment". **The United Nations Conference on Environment and Development (UNCED) in Rio de Janeiro in 1992** led to the adoption of Agenda 21 for the Mediterranean Region under the title **Agenda MED 21** in 1994; likewise, the UNCSD was the precursor for the MCSD in MAP-Phase II, reaffirming the land-based scope of the integration of environment and development. In 2002, the **Johannesburg WSSD** endorsed Agenda 21 for SD in the era of globalization, defining the role of the UNCSD and of the major international organizations. Today, the WSSD's Political Declaration and its Plan of Implementation are the points of reference for SD in UNEP/MAP, subject to the necessary adaptation of the Barcelona system's structures.

In addition, in 1988, basing themselves on the work carried out by BP/RAC in particular, the World Bank (WB) and the European Investment Bank (EIB) launched a partnership with UNDP and the European Commission (EC) and a **Mediterranean Environment Programme (MEP)**, together with a **Technical Assistance Programme (METAP)**. With the emergence of SD and the initiatives taken by UNDP and the EC, the partnership sponsored by the WB was somewhat weakened by the implementation of METAP IV.

Moreover, in 1991, together with UNDP and UNEP, the WB set up the **Global Environment Facility (GEF)** in order to assist the financing of responses to global environmental problems. The MEDPOL SAP and the SAP BIO within the MAP benefit from the GEF.

Lastly, the European Union (EU) as a Contracting Party increased its membership from two Mediterranean States out of nine Contracting Parties in 1973, to four out of 12 in 1986 (15 in 1995), and will shortly account for 7 out of 25.

The 1995 Barcelona Declaration reaffirmed the **EuroMediterranean Partnership** and the **MEDA** fund and is an important commitment to SD in the Mediterranean, even though the structure of the mechanism does not always correspond to that of the Contracting Parties to the revised Barcelona Convention of 1995. Nevertheless, special financing from MEDA's **MEDSTAT** and **SMAP** programmes are or can be mobilized by MAP structures. Mediterranean States members of the EU and concerned by the EU SD Strategy will no doubt assist in achieving synergy of their domestic policies and also contribute to the Mediterranean SD Strategy under the auspices of MAP.

At the national level, Mediterranean countries have usually elaborated their environmental policies around a common core : “preventing and combating pollution – protection of nature – conservation and management of renewable natural resources”. Not without difficulty and problems of visibility, governmental recognition of SD has generally been in the form of a **National SD Commission (NSDC)** belonging to the ministry responsible for the environment and not under the prime minister's office, as the interministerial scope of SD would appear to indicate. At present, there is no precise analysis of the situation in the Mediterranean region. Despite this institutional obstacle, where they exist, the NSDCs should be the leading partners for the MCSD, just as they are for the UNCSD.

Without ignoring their advantages for the promotion of SD in the Mediterranean, the infra-national measures at the regional level and in coastal cities, as well as multilateral initiatives in the form of regional networks such as CEDARE, MEDCITIES, MEDPAN, MEDWET, MEDPOLICIES, MIO-ECSDE, ASCAME ... of a general or specialized nature, are taken directly without necessarily being linked to a MAP structure such as the MCSD. It is important to have information and exchanges so as to ensure that the various activities to promote SD are consistent.

In future years, the challenge of the UNEP/MAP/MCSD mechanism in this broad context will be to respond to Mediterranean SD issues while remaining credible and visible without being destabilized by over-hasty precipitation in terms of activities and resources.

In view of the current international political situation, a first response could be based on the following tasks:

- **strategic targeting of SD in the Mediterranean region**, based on the Johannesburg WSSD Plan of Implementation and the EU SD Strategy;
- **appropriate but pragmatic updating of the MCSD's terms of reference;**
- **the choice of partnerships** to underpin MAP's activities at the political, institutional and financial levels;
- **rigorous selection of themes and activities by the MCSD**, taking into account the UNCSD programme under way;
- **harmonization of working methods** among the UNCSD-MCSD-NSDCs in order to promote, follow-up and evaluate national SD policies;
- **These five ways of enhancing the adaptation of institutions to the scope of SD will be referred to again in the concluding part of the report.**

## **I.2 The current situation of the MCSD: determination to reorganize and unify**

For the 8<sup>th</sup> meeting of the MCSD, held in Cavtat (Croatia), the working group (TF) established by the MCSD at its 7<sup>th</sup> meeting in Antalya (2002) prepared an important and interesting report assessing the MCSD's activities and prospects. This document is largely based on the work at Johannesburg and fixes the MCSD's limits, considering that it is “within” UNEP/MAP and that under such environmental constraints it is unable “to advance and strengthen the interdependent and mutually reinforcing pillars of sustainable development at local, national, regional and global levels”. It is recommended that in order “to consolidate in the

Mediterranean the regional dimension of Johannesburg”, there should be a proper MCSD Secretariat within the MAP system. The Secretariat “could be physically located in Athens or elsewhere if a country and/or municipality accept to host it ... together with a clear partnership with the European Commission”. It should eventually comprise some ten staff, including four administrators, and be given an annual budget of around € 1 million.

As this approach advocating a clear separation of SD issues could lead to a **geographical and functional division of the MCSD and UNEP/MAP**, it did not meet with consensus.

**The 8<sup>th</sup> meeting** endorsed the strengthening of the MCSD and the refocusing of its action post-Johannesburg and “agreed **that emphasis should be placed on improved internal efficiency, ... rather than institutional expansion**”.

It was the general feeling that the proposals for reform should aim **to make the work** (of the MCSD) **more practical** and better focused on specific issues so that its recommendations could realistically be implemented.

The draft of the 16 relevant recommendations (see Annex 3), intended for the 13<sup>th</sup> meeting of the Contracting Parties, reaffirms the **determination to boost and reorganize the activities of the MCSD within MAP**, in particular by maintaining “**a clear distinction ... between the functions of the MCSD Secretariat** (coordination, policy and strategic issues, etc.) and the function of **the RAC support Centres** (basically for ‘thematic issues’ and related activities, including some kind of follow-up)”.

In view of these trends, which at the various levels of political organization stem from a growing desire to enhance the SD process, the MCSD undertook its self-assessment in order to adapt better to the international, European, regional and national situation. It has to be ascertained whether the UNEP/MAP structures, i.e. the MEDU Secretariat, the RACs and MEDPOL, have been able to respond to the challenge of taking due account of the activities carried out by the MCSD.

## **PART II**

### **THE FUNCTIONING OF THE SECRETARIAT AND THE RACs IN RELATION TO THE MCSD : growing importance diminished because there is not sufficient support**

An analysis of almost ten years of the MCSD's existence (1994-2003), from its inception to its current reorientation, shows that there were three phases, which occurred under the same Coordinator, as far as the MEDU Secretariat is concerned, assisted by the same Deputy Coordinator for the past five years, who was previously the Deputy Director of BP/RAC from 1993 to 1998.

In the RACs, over the same period, BP, PAP, SPA and REMPEC changed Directors, while the MEDPOL and 100 Historic Sites programmes have had the same persons in charge; moreover, ERS and CP have become MAP Centres.

As regards the MCSD, the majority of persons appointed in 1996 remained in office until 2003.

Consequently, nine plenary meetings, six meetings of the Steering Committee, around 50 workshops and expert working groups, under the guidance of a relatively stable number of persons in charge, have helped the MCSD to come of age, as well as contributing to a gradual assessment of its role and a determination to adapt.

#### **II.1 Initial phase (1994-1996) : Secretariat-BP/RAC synergy**

From its creation to its first meeting, the significant elements of the MCSD can be summarized as follows:

- further development of the work of BP/RAC ("Blue Plan – The future of the Mediterranean Basin " – 1989), resulting in the choice of SD for the Mediterranean;
- adaptation of Agenda 21 (1962) to Agenda MED 21 (1994) at a ministerial conference in Tunis, with a proposal on a MCSD to implement a Mediterranean SD Strategy;
- decision to set up the MCSD in 1995 (9<sup>th</sup> meeting of the Contracting Parties in Barcelona);
- definition of the terms of reference and composition of the MCSD (extraordinary meeting of the Contracting Parties in Montpellier in 1996);
- first meeting of the MCSD in Rabat in 1996 with an introductory report by the Secretariat (with BP/RAC), the adoption of a method of work similar to that of the UNCSD, and the selection of eight themes, of which two were priority themes (water and coastal areas).

#### **Comments**

- efficiency of the MEDU Secretariat;
- advantage of the "task managers/support centres" tandem;
- marked involvement of BP/RAC;
- lack of a multi-year strategic framework;
- problem of composition (presence of non-experts);
- improvised choice of certain themes;
- absence of a methodology for exploring the themes chosen.

#### **II.2 Experimental phase (1997-2001) : a stronger Secretariat, limited involvement of the RACs**

The significant events of importance for the MAP structures, including the MCSD, included the following:

- the endorsement of the Barcelona CP/RAC (1997);
- the adoption of the MEDPOL SAP (1997);
- the appointment of the Deputy Coordinator (1998), responsible *inter alia* for the MCSD Secretariat (see Annex 4);
- the six meetings of the MCSD focusing on the follow-up to the eight themes (progress has been uneven);
- the 12<sup>th</sup> meeting of the Contracting Parties in Monaco (2001), which led to:
  - the approval (by the ministerial segment) of the recommendations on the MCSD, including those on implementation of the proposals for action and those made in the Strategic Evaluation;
  - adoption of a Mediterranean Declaration for the Johannesburg WSSD;
  - request to BP/RAC to prepare a report on the environment and development.

### Comments

- a concise and clear Mediterranean Declaration for the WSSD;
- low level of mobilization of RACs for the Strategic Evaluation focusing on political and institutional aspects but not touching on certain themes discussed;
- problem of visibility of the recommendations (1<sup>st</sup> part) on SD themes and those on the MCSD (2<sup>nd</sup> part) (see Annex IV to the report of the 12<sup>th</sup> meeting of the Contracting Parties).

### **II.3 – Highly active phase (2002-2003) : inadequate coordination between the Secretariat and RACs, MEDPOL?**

Paradoxically, the series of important and significant events for the MCSD over the past two years has led to excessive mobilization of the MEDU Secretariat and has meant that the other MAP structures, with the exception of BP/RAC and CP/RAC, have been somewhat ignored or even left out.

The notable features of this period have been:

- the selection of four new themes, amounting to 12 themes considered since 1996;
- preparation and exploitation of the Johannesburg WSSD;
- 6<sup>th</sup> meeting of the Steering Committee and 7<sup>th</sup> and 8<sup>th</sup> meetings of the MCSD;
- launching of the Mediterranean SD Strategy (orientations);
- internal evaluation of the MCSD (TF);
- promotion of the cultural dimension of SD (Nice – April 2003).

### Comments

- benefits of the internal evaluation (TF);
- lack of a position document on the eight themes studied prior to 2002;
- excessive MCSD workload for the Secretariat;
- absence of explicit delegation of SD tasks to the RACs (see orientations for the Mediterranean SD Strategy).

### **II.4 – Current situation – risk of destabilizing the UNEP/MAP/MCSD Barcelona framework**

Based on the analysis and comments on the three phases characterizing the functioning of the MAP/MCSD framework structures, this summary of the current situation focuses on four elements that will also serve as the framework for the concluding proposals.

**II.4.1 – The MCSD, “an advisory body”,** has been given terms of reference that are too broad and demanding, even too rigid, but not sufficiently targeted towards its advisory role; this has led to dispersion of its activities when it has attempted to respond to the multifarious objectives of SD in the Mediterranean. This contradiction has given rise to a “separatist” approach, based on the UNCSD, that is a matter of concern for the stability of the MAP structures as a whole.

**An analysis of MAP's programme of activities** (see 2002-2003 budget) **highlights the problem of the visibility of the MCSD's role** in the work planned under the title of “sustainable management of coastal areas” and “integration of environment and development”.

In addition, it can be seen that the MCSD experiences considerable **difficulty in mobilizing Mediterranean civil society**. In this connection, its **legal situation** and its **composition** do not allow it to be equal to the objectives of the Johannesburg WSSD Plan of Implementation. On the one hand, it has not been given a recognized mandate by the Contracting Parties to intervene directly with civil society in Mediterranean States and, on the other, the current representativeness of its members, both as regards the Mediterranean Basin and the expertise required by SD, only partly covers the sphere of the actors concerned.

**II.4.2 – The MEDU Secretariat bears some responsibility** for the excessive expansion of activities by becoming “**a jack of all trades**” and undertaking work that could be entrusted to other MAP structures, thereby releasing potential within the Secretariat. There is also **dissipation of energy through duplication** and, what is more serious, **loss of internal trust** among some of those responsible for the MCSD's structures and Secretariat.

**The lack of synergy between the Secretariat and the RACs** can be seen in the following:

- failure to utilize the findings of the thematic activities in the Strategic Evaluation;
- strategic orientations for the preparation of the Mediterranean SD Strategy elaborated through consultation by the Secretariat but without consultation with other structures, BP/RAC being the most concerned.

**This lack of organization and methodology** is a contributory factor in the **low rate of conceptual progress on SD within the MAP**. Despite the widely recognized dynamism and involvement of the Secretariat, the internal problem of **prioritization and future planning of work**, together with “bureaucratization” of the MAP/MCSD system, is on the increase.

**II.4.3 – The aim of the operating methodology**, based on appropriate selection of thematic activities, is that MCSD proposals should be taken into account in domestic policies, after the proposals have been endorsed in the form of recommendations by the Contracting Parties. **For the period 1996-2003, this is not covered in the strategic approach defined when the MSCD started to operate**. The selection of themes and their examination in conjunction with the appropriate institutions are therefore based neither on a strategic approach nor a methodology but on the opinions of experts at the 1<sup>st</sup> meeting of the MCSD. In the absence of a logical process for the consideration of around a dozen sectoral or cross-cutting themes, the performance of each of the activities has to be questioned. Without analysing in detail this **divided approach to SD, which is of an empirical nature, it needs to be remedied** by ensuring that the relevant recommendations are taken into account by Mediterranean States.

Nevertheless, the tandem “task mangers/support centres” for dealing with themes and the feasibility studies for the selection of the four latest themes in 2002 are worthy of interest.

**II.4.4 – The complementary measures**, in other words, publications and communication in general, which govern the impact of the MCSD’s activities on public institutions and civil society, **are not sufficient. The thematic work of the MCSD remains confidential.** With the exception of the Strategic Evaluation, the majority of the documentation consists of informal texts.

In addition, **the activities of the MCSD, including SD indicators**, have not yet been given a series of performance indicators so as to follow up the corresponding policies.

This non-exhaustive summary of the three phases of the MCSD’s young life is **relatively critical ... in order better to identify for the Secretariat the areas where progress can be made**, going beyond the usual call for an increase in human resources.

An appreciation of the current situation, based on exchanges of views and meetings with those responsible for the MAP structures and the Think Tank (TT) in charge of the MAP evaluation during June 2003, shows that there a **“negative synergy of the MCSD’s weak points due to its structure, its functioning and its Secretariat”**.

It is therefore confirmed that there is a growing risk of loss of efficiency, credibility and visibility unless appropriate measures to improve the organization and functioning of the MAP/MCSD system are not taken rapidly.

### **PART III**

#### **CLARIFICATION AND REFOCUSING OF MAP'S SD ACTIVITIES : the Contracting Parties should adopt a position**

Proposals to improve the situation mainly concern the four areas considered, which are decisive for the interest and utility of the MCSD and consequently its continuation as an advisory and unifying structure for SD activities within the MAP.

The option adopted, as already mentioned, is neither to recommend suspending the Commission nor transfer of its activities to BP/RAC, nor the development of a cumbersome SD structure; it is rather to identify a realistic formula that will lead to development and clarification of the role of MAP's existing structures, without excessive additional costs. This means applying to the UNEP/MAP/MCSD system one of the principles of SD : "the priority should be to develop that which already exists". In this respect, BP/RAC, which is the precursor of SD within the MAP and the MCSD's main support centre, should be given a leading role in future years.

The four components of this report, namely, the structure, organization of the Secretariat, operating methodology, and measures to complement the MCSD's activities, are the subject of the following 14 proposals:

##### **III.1 – Updating and adapting the role of the MCSD : a decisive precondition**

1. **The MCSD's advisory role** should be reaffirmed as a priority so as to situate it clearly within the UNEP/MAP, responsible on the one hand for all the activities of its structures, including that of preparing the Mediterranean SD Strategy, and, on the other, for monitoring implementation of the Contracting Parties' recommendations, including those stemming from proposals by the MCSD.
2. **Revision of the MCSD's 1996 terms of reference**, taking as a formal basis the WSSD Plan of Implementation (see UNCSD) and as a practical basis past experience. The revision should take into account the draft recommendations of the 8<sup>th</sup> meeting of the MCSD (see Annex 3), which contain elements for a more flexible and more concise version.
3. **Composition that is more open to national expertise on SD (see NSDCs) and adaptable according to the themes** would facilitate sectoral and horizontal linkages, particularly in States.
4. **The MAP's environmental background**, gradually expanded to include development through the work of BP/RAC, is the major area of competence for its structures as far as its contribution to SD is concerned. This must be taken into account in order to motivate the RACs and MEDPOL to expand their work, mainly environment-related, to other dimensions of SD. The MCSD would thereby help to ensure that the activities of other MAP structures contribute real value added.

##### **III.2 – Organization of the Secretariat and assignment of SD activities : the resources must be put to the best use**

5. The Secretariat's main task – coordination, motivation, promotion, management - must be protected from the onerous missions or activities relating to SD in the Mediterranean region, which can be delegated to the RACs or MEDPOL. The dividing line between questions of general policy, strategy, institutional communication, budget, etc. dealt with by the Secretariat, and the scientific, technical and socio-economic questions tackled by other MAP structures must imperatively be reaffirmed.
6. It is essential that the MAP/MCSD system be directed by the Secretariat alone. The responsibilities of Coordinator and Deputy Coordinator should therefore be redefined.

According to his terms of reference (see Annex 4), the Deputy Coordinator is responsible *inter alia* for the day-to-day management of the MAP, the Secretariat of the MCSD and MAP's communication. Since he took up his post in 1998, two administrators have been recruited, one for information in 2000 and another in 2002 for the coordination of MAP activities and cooperation with the RACs. Perusal of the UNEP/MAP manning table (see Annex 5) does not show clearly the current division of tasks between the Coordinator and his Deputy, including those concerning the MCSD. **Internal redeployment of human resources based on a redefinition of the responsibilities of the staff should be envisaged. That does not a priori mean recruiting a P3 or P4 official for MCSD activities.**

Nevertheless, examination of the current profiles of the team of four staff (Coordinator, Deputy Coordinator, Programme Administrator, and Information Officer), who are responsible for coordinating the activities of the MAP/MCSD system, might show the need for an additional post in order to meet the demands of increased mobilization of RACs for the SD. It does not, however, appear advisable to recruit a "mobile" administrator, who would be sent out from MEDU. Likewise, the idea of making an administrator available for a temporary SD mission entrusted to a RAC is not realistic; it would be preferable to provide financing to allow the RAC concerned to define the operating modalities according to the law of the host country.

7. **The counterpart of reorganization of the Secretariat is the strengthening of the role of the RACS and MEDPOL for the purpose of SD** by refocusing their programmes and giving more importance to their role as "support Centres" for the scientific and technical aspects of the MCSD's thematic work. This means adapting their respective terms of reference accordingly. Temporary missions focusing on SD may be entrusted to them, together with the corresponding resources. In the first instance, each structure would have to propose updated terms of reference in the light of its existing or planned activities, thereby reaffirming this trend.

8. **BP/RAC could be given responsibility for elaborating a strategic framework for SD and be provided with the necessary resources**, as a logical extension of its report on Environment and Development, now being finalized. On that basis, the Secretariat would prepare the Mediterranean SD Strategy, supplementing it with the elements that are its responsibility.

### **III.3 – Rationalizing the operating methodology : a selective and partnership approach**

9. The appropriate selection of themes, originally in the light of Agenda MED 21, should henceforward be linked to the Johannesburg WSSD, taking into account expertise and the work already planned by MAP structures, as well as the current political situation. It would be counter-productive not to give priority to the themes adopted by the UNCSD such as land-use planning, water and sanitation, while the programme planned for 2005-2015 could include more specifically Mediterranean themes. In this respect, closer coordination of the themes considered by the MAP/MCSD since 1996 and those initiated by the UNCSD could be useful. While awaiting the basic document on the Mediterranean SD Strategy to facilitate the prioritization of themes, the principle of conducting feasibility studies is systematically recommended.

10. The quest for synergy of expertise and resources for the consideration of themes depends on the interest shown in the themes by international (United Nations agencies and economic commissions), European (EC, EEA), regional and national (NSDCs) partnerships, regardless of whether they are institutional, scientific or financial. Such synergy is essential in boosting the limited potential and credibility of MAP's structures.

In addition to MAP/MEDU's institutional relations with international organizations, cooperation agreements between institutions and RACs or MEDPOL should be promoted, with the assistance of the MEDU Secretariat, as is the case for the following: REMPEC-IMO; MEDPOL-WHO-IAEA; BP/RAC-FAO (Silva Mediterranea)-ICAMAS; and perhaps soon CP/RAC-UNEP/DTIE-UNIDO; SPA/RAC-IUCN Mediterranean-FAO (CGPM).

#### **III.4 – Complementary measures : an information system for evaluation and targeted communication**

11. Evaluation of environmental performance and, *a fortiori*, SD performance implies the development of an information system with a series of indicators endorsed by the Contracting Parties. The 130 indicators of SD developed for this purpose should be used, refining them if necessary.

12. Monitoring the implementation of recommendations by the Contracting Parties based on proposals by the MCSD requires, by theme, a clearer formal basis for the “analysis-objectives-means-action-results” process and definition of the actors concerned, in coordination with States. In this respect, attention should be paid to consistency with similar initiatives by the UNCSD.

13. Identification and mobilization of reliable links and networks at the regional, national and local levels in order to ensure information and participation by civil society in the area of SD remains a major challenge. The role of the RACs and MEDPOL is decisive in this respect because they are permanently in contact with networks of experts and actors involved in their activities.

14. The Secretariat should only conduct **communication activities targeted at the MAP/MCSD's work and activities**. There should be a unified MAP approach to their planning and implementation, which should be included in the Mediterranean SD Strategy. Communication on SD in the Mediterranean in general appears more difficult, unless it is in the form of publications (see Blue Plan – 1989).

Each of these 14 proposals, after adoption in principle by the Think Tank (TT), should be developed in detail by the Secretariat so that, where appropriate, they can be included in the Mediterranean SD Strategy.

## CONCLUSION

### DEVELOPMENT OF MAP THROUGH AND FOR SD

The evaluation of MAP under way will lead *inter alia* to recommendations to the Contracting Parties on taking account of the Johannesburg WSSD Plan of Implementation by MAP's structures, including the MCSD.

To summarize, on the basis of a somewhat alarmist finding regarding the growing risk of loss of efficiency, credibility and visibility of the MCSD, it is urgent to clarify and refocus the UNEP/MAP/MSCD system by integrating the activities of the MCSD into the Barcelona system on a permanent basis and giving priority to the environment-development axis of SD.

This approach calls for greater mobilization of RACs and MEDPOL and a reorientation of their work towards the socio-economic aspect. It should lead to strengthening of partnerships with international and European institutions.

It also means rigorous selection of themes and monitoring of the implementation of the resulting recommendations.

Lastly, it involves a reorganization of the MEDU Secretariat in order to ensure unified guidance of this development and that priority is given to coordination.