UNITED NATIONS ENVIRONMENT PROGRAMME

Evaluation and Oversight Unit

IN-DEPTH EVALUATION

OF THE REGIONAL ACTIVITY CENTRE

FOR PRIORITY ACTIONS PROGRAMME

(PAP-RAC)

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TABLE OF CONTENTS

LIST OF ACRONYMS

ANPE	Nation Agency for Protection of Environment, Tunisia
BP	Blue Plan
CAMP	Coastal Areas Management Programme
CSD	Commission on Sustainable Development
EIA	Environmental Impact Assessment
EU	European Union
GFCM	General Fisheries Council of the Mediterranean (FAO)
GIS	Geographical Information System
GNP	Gross National Product
IAEA	International Atomic Energy Agency
ICAM	Integrated Coastal Area Management
ICZA	Integrated Coastal Zone Management
IOC	Intergovernmental Oceanographic Commission (UNESCO)
IPMCA	Integrated Planning and Management of Coastal Areas
IPMCZ	Integrated Planning and Management of Coastal Zone
MAP	Mediterranean Action Plan
MCSD	Mediterranean Commission on Sustainable Development
MEDU	Coordinating Unit for the Mediterranean Action Plan
METAP	Mediterranean Environment Technical Assistance Program
NGO	Non Governmental Organization
PAP	Priority Actions Programme
RAC	Regional Activity Centre
SPA	Specially Protected Areas
UNDP	United Nations Development Program
WHO	World Health Organization
WTO	World Tourism Organization

EXECUTIVE SUMMARY

The present evaluation is one of a series being conducted of the components of the Mediterranean Action Plan (MAP), as requested by the Contracting Parties at their tenth ordinary meeting held in Tunis in 1997.

In Part II the report traces the evolution of the Priority Actions Programme (PAP) mandate since it was first approved in 1977 and records the continuous adjustments made to it in response to changing needs. During a first phase, guidelines and methodological approaches were developed on a basin-wide scale. In a second phase such tools were tested in Country Pilot Projects, which subsequently evolved into Coastal Areas Management Programmes (CAMPs) calling for contributions from all other regional activity centres (RACs) as well as the long-term Programme for Pollution Monitoring and Research in the Mediterranean (MED POL). Based on interviews with some government officials, and using other parameters, the report concludes that the quality of the PAP-RAC documentation was good and contributed to capacity-building.

The report notes that the work of PAP-RAC has produced a catalytic effect exceeding programme expectations, with spin-offs into other regions, the setting up of separate RACs to deal with some of the fields first developed in PAP (historic settlements, remote sensing) and the advent to the Mediterranean scene of new players with whom PAP-RAC shared its information and experience. As a result, PAP-RAC, no longer found itself alone in this field and has become one player among many.

Another watershed was reached in 1995, when major changes were introduced in the legal and institutional framework of MAP, the geographical scope of the Barcelona Convention was extended to include coastal areas, and the Mediterranean Commission on Sustainable Development was set up. It can be claimed that such changes were prepared by the work of PAP (along with that of the Blue Plan).

PAP-RAC was, however, somewhat slow to draw the necessary consequences from those changes, and did not adjust its programme so as to focus on specific tasks. As a result, repeated requests were made for a concentration of its programme and even for an improvement in the quality of its activities.

In Part III the report analyses ten aspects of the work of PAP-RAC. For each aspect, the relevant findings are recorded and specific recommendations are made. In particular, the report recommends that the catalytic role played by PAP-RAC should be analysed and recorded, that the results of each CAMP should be more widely disseminated, and that the meetings of PAP National Focal Points should resume.

In Part IV, policy recommendations are addressed to the Bureau and to the Contracting Parties on the strategic repositioning of PAP-RAC in the changed circumstances of the Mediterranean and of MAP itself. The report recommends that the Contracting Parties adopt an updated mission statement for PAP-RAC, concentrating its role on integrated coastal area management, and amending the PAP-RAC's title accordingly and develop a new Protocol to the Convention to reflect their commitment to implement integrated coastal area management and encourage the involvement of subnational levels of government and of Mediterranean NGOs in PAP-RAC activities.

The report concludes that PAP-RAC can continue to play a useful role, drawing on its rich technical expertise and the store of goodwill among the Mediterranean coastal states. A recommendation is also addressed to the Contracting Parties inviting them to formalize their commitment towards integrated coastal area management through the adoption of a Protocol.

I. INTRODUCTION

A. Background

1. In 1975 the Mediterranean countries and the European Economic Community (EEC) adopted the Mediterranean Action Plan (MAP) and in 1976 the Convention for the Protection of the Mediterranean Sea against Pollution (Barcelona Convention). Declining trends in the environmental quality of the Mediterranean Sea had been evident for more than two decades before these actions were taken. The main objectives of MAP were to assist the Mediterranean governments to assess and control marine pollution, to formulate their environmental policies, to improve the ability of governments to identify better options for alternative patterns of development, and to make rational choices for allocation of resources.

2. Initially MAP focused on marine pollution. Experience soon confirmed, however, that socio-economic trends, combined with poor management and development planning were at the root of most environmental problems. Hence meaningful and lasting environmental protection was inseparably linked to socio-economic development. MAP's focus gradually shifted from a sectoral approach to pollution control, to integrated coastal zone planning and management as the major strategy of to find to these problems.

3. MAP and the Barcelona Convention are being implemented through a series of protocols and the programmes are being carried out by relevant MAP regional activity centres. Among these programmes are the Blue Plan (BP) and the Priority Actions Programme(PAP) which are part of MAP's socio-economic component, and the Long-term Programme for Pollution Monitoring and Research in the Mediterranean (MED POL), designed to assess the extent of marine pollution in the Mediterranean.

4. Integrated planning and management of coastal areas has become the major tool in the implementation of sustainable development. The coastal area management programmes (CAMPs) were developed under the leadership of the Regional Activity Centre for Priority Actions Programme (PAP-RAC). The first generation of CAMPs was launched in 1989 in Croatia, Greece, Syria and Turkey. The second-generation CAMPs were in Tunisia, Egypt, Algeria, Albania and Morocco starting in 1991. Third-generation CAMPs were initiated in 1993 in Israel, Malta and Lebanon, and a fourth-generation project was initiated in 1996 in Slovenia.

5. The Regional Activity Centre for Priority Actions Programme was established in Split in 1980 as a national centre with a regional role, with the objective of making a significant contribution significantly to the Mediterranean Action Plan. PAP-RAC was established pursuant to a decision of Contracting Parties to the Barcelona Convention that the regional activities of the centre would be financed through the Mediterranean Trust Fund. The resources made available to PAP-RAC would be used for the implementation of the Priority Actions Programme.

6. The Priority Actions Programme started with ten priority actions and this number has changed from time to time as is mentioned in the report.

B. Objectives of the evaluation

7. The objective of the present evaluation is to determine to what extent PAP-RAC has been successful in fulfilling its objectives and in meeting its regional role in the implementation of the Mediterranean Action Plan. A further aim is to learn from the work of PAP-RAC and make specific suggestions and recommendations which may benefit and improve the PAP-RAC role in relation to:

(a) Integrated environmental management and sustainable development;

(b) How the PAP programme can be given a new approach that will be appropriate for the 21st century; and

(c) How PAP-RAC can respond and strategically relocate itself, so as to remain relevant in a fast changing environment with many players, and meet the demands of Agenda 21, the revised Barcelona Convention, the wider revised goals of MAP Phase II and those of the Mediterranean Commission on Sustainable Development.

C. Authority for the evaluation

8. At their tenth ordinary meeting held in Tunis, 18-21 November 1997 the Contracting Parties to the Convention for the Protection of the Mediterranean Sea Against Pollution (Barcelona Convention) decided that an evaluation of the activities of the MAP Regional Activity Centres (RACs) and other MAP programmes should be undertaken on a regular basis by the Mediterranean Action Plan Coordinating Unit (MEDU), taking into consideration the cost/efficiency ratio (Doc. UNEP (OCA) MED IG.11/10).

D. Scope and method of the evaluation

9. In accordance with the Contracting Parties' decision MEDU planned an evaluation of the Priority Actions Programme, for which two outside consultants were selected, namely:

Mr. Aldo Manos, an Italian national, former Coordinator of MAP
Ms. Nesrin Algan, a national of Turkey, former head of the International Relations Department, Ministry of Environment, Turkey. However, at the last moment, due to unforeseen circumstances, Ms. Algan was unable to join the mission.
Mr. B. Sibanda, Chief, Evaluation and Oversight Unit , UNEP headquarters, acted as mission leader.

10. Under the general guidance of the Coordinator of MAP, the consultants were requested to prepare a detailed evaluation of programme performance in relation to the objectives, achievements and outputs, of the following projects:

"Support to Regional Activity Centre for Priority Actions Programme, PAP-RAC"
ME-5102-83-05 (1983-1989)
ME-5101-89-02 (1990-1993)
ME-0401-94-09 (1994-1997)
ME-1100-98-10 (1998-1999)

"Coastal Area Management Programme for the Bay of Izmir - Turkey" (1989-1993)

"Coastal Area Management Programme for the Coast of Syria" (1989-1992)

"Coastal Area Management Programme for the Bay of Kastela - Croatia" (1989-1993)

"Coastal Area Management Programme for the Island of Rhodos - Greece" (1994-1995)

"Coastal Area Management Programme for the North Coast Region - Albania" (1993-1995)

"Coastal Area Management Programme for the Fuka-Matrouh region - Egypt" (1994 - on-going)

"Coastal Area Management Programme for Sfax - Tunisia" (1995-1998)

"Coastal Area Management Programme for the coast of Israel" (1996-1998)

11. The detailed terms of reference for the evaluation mission are shown in Annex 1.

12. The evaluation was carried out through an initial review of essential documentation, followed by a meeting with the Coordinator and concerned staff of MEDU in Athens, in-depth discussions with the Director and concerned staff of PAP-RAC at Split, and visits to Egypt and Tunisia, two countries hosting Coastal Area Management Programmes (CAMPs), where discussions were held with Government officials and project staff. The timetable of the mission and the list of officials interviewed appear in Annex 2. The list of documents consulted appears in Annex 3.

13. The present report consists of four parts:

Part I - Introduction
Part II - Background of the Priority Actions Programme
Part III - Findings and specific recommendations
Part IV - Policy recommendations and ten Annexes.

E. Recipients of the Evaluation Report

14. The present report will be submitted by MEDU to the Bureau of Contracting Parties and will be circulated, together with any observations from the Bureau, to all Contracting Parties.

15. In keeping with United Nations practice, evaluation reports are also made available to the

United Nations Headquarters (Office of Internal Oversight Services - OIOS) and on the basis of reciprocity to selected United Nations specialized agencies.

II. BACKGROUND INFORMATION ON THE PRIORITY ACTIONS PROGRAMME (PAP)

A. The origins of Priority Actions Programme (PAP)

16. It should be appreciated that to summarize a region-wide programme that has developed over more than twenty years is not an easy task for a short report that concentrates essentially on the future. This background information section only records the essential milestones, and provides an overall outline for readers who will be familiar with the history of the PAP programme.

17. The first Intergovernmental Meeting of the Mediterranean Coastal States, convened by UNEP in Barcelona in 1975, adopted the Mediterranean Action Plan (MAP). One of the four components of the MAP was entitled "Integrated planning of the development and management of the resources of the Mediterranean Sea".

18. Early in 1977 an intergovernmental meeting was held in Split to develop the integrated planning component of MAP in operational terms. The Executive Director of UNEP personally attended the intergovernmental meeting and steered the discussion. The meeting decided to address the problems that are common to Mediterranean countries by undertaking research on the interrelationship between socio-economic developments and ecological evolutions. This element was named "the Blue Plan (BP)", with the clarification that it was not to concentrate on the decision-making process or to define the optimum socio-economic development for all Mediterranean countries, but to place information at the disposal of national decision-makers and planners to help them achieve "socio-economic development on a sustainable basis without environmental degradation".

19. In parallel with the Blue Plan, the meeting decided to "start cooperation among countries on the basis of available knowledge of sound environmental management practices in selected priority action areas". These activities were meant to demonstrate, through practical actions, alternatives for environmentally sound socio-economic development. This element was given the name of "Priority Actions Programme (PAP)".

Six priority fields were chosen:

1. Protection of soil;
2. Management of water resources;
3. Marine living resources: management of fisheries and aquaculture;
4. Human settlements;
5. Tourism;
6. Soft technologies for energy, including solar energy.

20. It was understood that the list was not exhaustive, and that each field of priority should include training components. Clearly, PAP was launched as one of the most ambitious international undertakings at the time, in terms of its technical and geographical scope. Over the following twenty years it cooperated with every Mediterranean coastal state, covered a broad range of technical fields with the assistance of hundreds of experts, made contributions to the scientific literature on coastal area management and engaged itself in site-specific concrete projects.

21. Clearly, this is not merely the evaluation of an average project, but the critical review of a major undertaking of the Mediterranean Action Plan.

B. The Regional Activity Centre (PAP-RAC)

22. In 1980 the Contracting Parties accepted the offer of the then Federal Social Republic of Yugoslavia to host the PAP in Split, at the Regional and Town Planning Institute for Dalmatia. This was to be a national centre with a regional role, a new type of mechanism since adopted in other RACs. In 1993 the Republic of Croatia acceded to the Barcelona Convention and its related protocols, and in 1996 signed an agreement with the United Nations Environment Programme setting forth the terms and conditions under which an institute in the Republic of Croatia should act pursuant to the decision of the Contracting Parties to the Convention as a Regional Activity Centre entrusted with the implementation of the Priority Actions Programme, as part of the Mediterranean Action Plan. The text of the Agreement is appended in Annex 4. The Organizational Chart is shown in Annex 5.

C. The development of Priority Action Plans

23. In the two decades that followed the adoption of the PAP, the Contracting Parties have repeatedly confirmed their support for the PAP approach, while adjusting, enlarging or reducing the list of priority actions in response to new challenges and information.

24. Experience showed that the "available knowledge" sought by PAP had to be distilled from national experiences, as neither the methodological approach nor the necessary tools were available in ready-made forms in the professional literature. The process had to be repeated for each priority field, and virtually every Mediterranean coastal state had to be involved, since the priority actions were by definition addressing common problems.

25. In the mid-1980s country pilot projects (CPPs) were developed in order to transfer PAP knowledge and experience in sustainable integrated planning to small selected Mediterranean zones characterized by specific ecological problems.

26. After 1990, the country pilot projects were transformed into MAP coastal areas management programmes (CAMPs), in which all Regional Activity Centres participate, while the PAP-RAC was developing integrated coastal area management (ICAM).

27. The difficulty of arbitrarily reducing the number of priority areas to be covered by PAP-RAC arises from the integrated nature of ICAM that must deal with all the key factors affecting the sustainable development of a given area.

28. Some ten years after the introduction of the CAMP approach, the time has come to take a fresh look at the role of PAP-RAC in the framework of MAP. Significant developments took place at the institutional and legislative level in 1995, when the geographical scope of the Barcelona Convention was extended to include the coastal region of the Mediterranean. In that same year, the Contracting Parties established the Mediterranean Commission on Sustainable Development (MCSD), in the spirit of Agenda 21 and within the framework of MAP. Furthermore, since then, a number of major international organizations have begun to operate their own Mediterranean programmes.

29. While PAP-RAC can derive satisfaction from the certainty that it was its persistent work, along with the pioneering exercise of the Blue Plan, that contributed to the institutional changes referred to above, it must also reassess its specific role and objectives under those changed circumstances.

30. PAP-RAC possesses an extensive capital of knowledge that is widely recognized, and a store of goodwill arising from years of fruitful cooperation with member States.

31. How to exploit those assets to meet the challenges of the new millennium is the object of the substantive sections that follow. They are inspired by great respect for the formidable work accomplished so far by PAP-RAC, and by the belief that there is a need for its continued services in the Mediterranean.

III. FINDINGS AND SPECIFIC RECOMMENDATIONS

A. The objectives of PAP-RAC

32. The mission examined the appropriateness of the PAP-RAC objectives in relation to the objectives of the Barcelona Convention and of the policy guidance received from the Contracting Parties.

33. With respect to the Convention, its geographical coverage now extends to coastal areas as defined by each Contracting Party within its own territory (Article 1.2 of the Convention). What was from the start the focus of PAP-RAC activities is now formally recognized in the Convention text.

34. Several general obligations in the Convention specifically cover work carried out by PAP-RAC, namely environmental impact assessment (EIA), subparagraph (c) and (d) of Article 4.3 and integrated management of the coastal zones, subparagraph (e) of Article 4.3. The wording of the latter obligation is significant, in that it refers to "the" coastal zones, which implies that the obligation of integrated management refers to all Mediterranean coastal zones, and is not simply indicative of the location of some integrated management activities.

35. Article 15 commits the Parties to ensure that an opportunity is given to the general public to participate in decision-making processes. This obligation is particularly relevant to PAP.

36. At their regular meetings, the Contracting Parties have given more specific indications of the priority fields to be addressed by PAP-RAC. A synoptic view of such policy guidance over the years shows that the number of fields and their relative priority has often changed, thus sending mixed signals to PAP-RAC. Furthermore, once started, activities tended to acquire a momentum of their own, and tended to continue until their natural conclusion with the production of policy frameworks or guideline documents.

37. Policy decisions that have shaped the development of PAP between 1977 and 1997 were adopted at the following meetings held within the framework of MAP.

Intergovernmental Meeting	1977	Split
First Meeting of Parties	1979	Geneva
Intergovernmental Meeting	1980	Barcelona
Second Meeting of Parties	1981	Cannes
Extraordinary Meeting of Parties	1982	Geneva
Third Meeting of Parties	1983	Dubrovnik
Extraordinary Meeting of Parties	1984	Athens
Fourth Ordinary Meeting of Parties	1985	Genoa
Fifth Ordinary Meeting of Parties	1987	Athens
Sixth Ordinary Meeting of Parties	1989	Athens
Seventh Ordinary Meeting of Parties	1991	Cairo
Eighth Ordinary Meeting of Parties	1993	Antalya

Ninth Ordinary Meeting of Parties	1995	Barcelona
Extraordinary Meeting of Parties	1996	Montpellier
Tenth Ordinary Meeting of Parties	1997	Tunis

38. The reports of the above-mentioned meetings contain the approved work programme and budget for PAP-RAC and list the priority actions. The following actions were mentioned, in addition to institutional support to PAP-RAC:

Aquaculture
Coastal areas management programme (CAMPs)
Coastal erosion
Desertification
Environmental impact assessment (EIA)
Fisheries
Housing hygiene
Human settlements
Integrated coastal areas management (ICAM)
Integrated coastal zone management (ICZM)
Inventories of renewable resources
Integrated planning and management of coastal areas (IPMCA)
Integrated planning and management of coastal zones (IPMCZ)
Living marine resources
Photovoltaic conversion
Rehabilitation of historic settlements
Renewable energy
Seismic risk
Soils
Solid and liquid waste
Support to the Mediterranean Commission on Sustainable Development (MCSD)
Transport of water by sea
Tourism
Waste water treatment
Water
Wind energy

39. Some elements were mentioned only once (inventories of renewable resources, transport of fresh water by sea, wind energy), some appeared more than once, others were included almost on a regular basis. It is significant that the priorities mentioned were never exactly the same, and were not listed in the same order, indicating that the Contracting Parties had been of two minds, and that while asking for concentration, they were still adding to the PAP list of priorities.

40. The decisions of the Contracting Parties pinpointed the issues that were of constant concern to them, notably aquaculture, soils, tourism and water. It is also possible to note when a certain issue appeared on the agenda: environmental impact assessment (EIA) in 1987, the coastal areas

management programmes (CAMPs) in 1989, and integrated coastal areas management (ICAM) in 1996.

41. The combined instructions of the Convention, MAP Phase II, the priority fields of activity adopted for the decade 1996-2005, will now have to be translated into time-referred priorities that will fit within the biennial budgets approved for PAP-RAC.

42. There is no doubt that the name "PAP-RAC" does not unequivocally identify the function of the Centre as in the case of the names of other RACs. It has been noted that in documents reference is sometimes made to the "Priority Actions Programme", and at other times to the "Priority Action Programme", the plural reflecting that there are numerous priority fields, the singular stressing the action orientation of this RAC.

43. It can be concluded that the PAP-RAC objectives were and are appropriate to the objectives of the Barcelona Convention.

B. Results

44. When comparing the actual results with those planned, two different levels can be considered. At a higher level the results can be compared with the expectations of the policy-makers. On a lower level the results can be compared with those included in specific project documents. Only the first of these levels will be addressed here, as the second will be referred to in a later section on shortfalls in funding.

45. Of the initial six priority areas selected by the 1977 Intergovernmental Meeting only one has not been developed, that on Mediterranean fisheries, for which an appropriate institutional framework exists under the umbrella of FAO, the General Fisheries Council for the Mediterranean (GFCM), predating the MAP. Only the other sub-component (Aquaculture) was therefore developed.

46. For all the other priority fields, including those added later, significant work was carried out, leading to the adoption by Mediterranean experts of practical guidelines or policy frameworks.

47. When instructed to develop country pilot projects, PAP-RAC set them up in four countries (Kastela Bay, Izmir Bay, Syrian Coast and the Island of Rhodes). When the concept of CAMPs was adopted, involving all other RACs, eight CAMPs were set up in as many countries, as well as preparatory work leading to the approval of five more. The map in Annex VII gives the location of all CAMPs.

48. The PAP initial activities on historic settlements and on remote sensing led to the establishment of separate Regional Activity Centres, in Marseille and Palermo respectively.

49. Several PAP-RAC activities have had the effect of attracting the participation of other international financing agencies, as well as national and international investment, as a follow-up to its activities.

50. On the basis of these parameters the mission concluded that PAP-RAC had fulfilled, and in some instances exceeded the results expected of it.

51. However, it was found that for institutional and programme reasons these synergies were not fully reflected in the text of the PAP project document, in the self-evaluation reports, or other PAP publications, that concentrated on the PAP input alone. The catalytic role of PAP-RAC activities has been significant in respect of donor agencies, of the host countries of CAMPs, of several countries outside the Mediterranean basin, and of the Contracting Parties themselves. Such a catalytic role deserves to be analysed in detail through an ad-hoc study.

Recommendation No. 1: PAP-RAC Catalytic role

It is recommended that PAP-RAC should produce a paper on the catalytic role of its activities, highlighting the parallel or subsequent inputs of other international organizations, national and international financing institutions, as well as the application of PAP-developed methodologies in other areas of the Mediterranean or outside.

Recommendation No. 2: Follow-up reporting on CAMPs

It is further recommended, in order to facilitate recording of such catalytic effects, that future CAMPs should include a commitment from the national counterpart authorities to provide brief half-yearly progress reports on relevant follow-up activities after the completion of the PAP-RAC project.

Recommendation No. 3: Second-generation CAMPs

It is also recommended that countries that have completed one CAMP experience (i.e. Turkey, Croatia, Greece, Albania, Tunisia, Egypt, Israel, (Syria having already covered its entire coast in the first exercise) consider launching a second-generation CAMP in a different area of their coastal regions, with the technical support of PAP-RAC, in order to make use of the experience, methodologies, and trained personnel from the first CAMP.

52. The mission is of the opinion that the catalytic or multiplier effect of PAP-RAC activities is enhanced by early cooperation with outside agencies and organizations. The philosophy of such cooperation varies, however, at the level of major international donors. In the United Nations system and in many bilateral programmes, the preference seems to be to operate primarily through fully funded, self-contained projects, or, at most, to involve agencies from the United Nations family of organizations. This may be because of the inherent complexities of project document preparation and project management requirements.

53. In other international programmes, notably those of the European Union, cooperation with other partners is virtually the norm. Internal rules for project approval even place a ceiling to the percentage of the European Union financial contribution, that varies according to the different programmes and specific country situations.

Recommendation No. 4: Partnership with other institutions and NGOs

It is recommended that the Contracting Parties make it their policy to require that future PAP-RAC activities (and possibly other MAP activities as well) involve other institutional and NGO partners as a way of promoting the catalytic effect of PAP activities.

Recommendation No. 5: Project terminology

As far as possible, future PAP-RAC projects in coastal management should bring their terminology for project development into line with that of other major partners, so as to facilitate closer cooperation with them and promote parallel or subsequent funding.

54. Experience has shown that there are no shortcuts between CAMP projects and subsequent financing. Even in METAP such automatic follow-up financing cannot be expected, even though the programme involves the European Commission, with its environmental expertise and financial resources, UNDP, with its programme design and delivery expertise, and the World Bank with its large project financing capability.

55. The lesson to be drawn is that capital-intensive follow-up projects must be carefully justified, in the knowledge that, whether they are proposed as a result of a CAMP or not, they will have to compete with other projects for critical government support and scarce financing.

Recommendation No. 6: Capital - intensive projects

Projects requiring capital investment as a follow-up of CAMPs should be strongly justified, and the cooperation and advice of the authorities that may be involved in their subsequent evaluation sought at an early stage.

56. In recent years the PAP-RAC has been requested to assist projects in areas outside the Mediterranean region (Comoros Islands, Mozambique, Gambia, Togo and Guinea). Such assistance included visits by PAP-RAC staff, the designation of Mediterranean experts from the PAP-RAC Roster and the application or adaptation of PAP-RAC Guidelines. That assistance sometimes given at the request of UNEP Nairobi, but also in response to direct requests. The mission has found that this issue caused some misunderstanding between MEDU and the PAP-RAC.

57. Such external involvement may be viewed in various ways. Some might consider that PAP-RAC should not devote any of its resources in time and personnel to areas outside the Mediterranean that are not contributing financially to its budget. From another point of view such requests reflect the professional excellence of PAP-RAC in the field of integrated coastal zone

management, contribute to spreading its methodologies, and add to its expertise.

58. Misunderstandings arise, however, because the Contracting Parties never adopted a clear policy on this matter that such as might reconcile the national status of PAP-RAC with its international role and support.

Recommendation No. 7: PAP-RAC activities outside the Mediterranean

It is recommended that the Contracting Parties endorse in principle the extension work carried out by PAP-RAC on integrated coastal management by strengthening cooperation, exchange of information and expertise with relevant bodies outside the Mediterranean. The cost of such cooperation should be borne by the requesting bodies and may be supplemented by an allocation in the UNEP budget.

Recommendation No. 8: Flow of information

It is recommended that PAP-RAC keep MEDU regularly informed of the professional activities referred to in Recommendation No. 7 and include them in its activity reports.

59. PAP-RAC should be promoted as an integrated coastal area management centre for UNEP's regional seas programme, providing leadership on coastal management capacity-building, technology transfer and the link to the private sector. The centre should also do the following:

- Maintain links with the Global Programme of Action office in the Hague
- Coordinate oceans management work for the seventh meeting of the Commission on Sustainable Development
- Maintain its role in the MAP
- Provide assistance to other regional seas programmes

60. In order to make sure that the Centre's role in the Mediterranean is not undermined, UNEP should provide financial and human support to make it possible for the Centre to take on this international role.

Recommendation No. 9: The role of PAP-RAC vis-ŕ-vis UNEP

It is recommended that PAP-RAC be designated as the coastal area management centre for UNEP's regional seas programme.

Recommendation No. 10: UNEP financing of outside activities

It is recommended that UNEP headquarters define in a memorandum of understanding with MEDU the modalities for using the professional resources of all MAP regional activity centres for similar activities outside the Mediterranean region, and cover the relevant costs.

C. Quality of outputs

61. The mission had neither the mandate nor the professional qualifications to evaluate the quality of PAP-RAC outputs and has relied, therefore, on indirect indicators of an objective nature. One such indicator, typical of all scientific work, is the number of references to PAP-RAC outputs found in the international literature on coastal zone management. Several outside publications refer to them extensively, as, for example, the Council of Europe Selective Bibliography of Sustainable Management of Coasts (1998), reports of international meetings, and journals.

62. Requests received from other regions for adaptations of PAP-RAC guidelines are another indicator of the quality of PAP-RAC outputs.

63. The fact that major international agencies have decided to participate in joint projects with PAP-RAC is also significant. These agencies are the World Bank, the European Investment Bank (on CAMPS), the FAO (on soils), the WTO (on tourism). Others include WHO, IMO, UNESCO-IOC, IAEA.

64. PAP-RAC has made an early start in promoting the use of advanced planning and management instruments, such as EIA, remote sensing, GIS and relevant software, carrying capacity assessment for tourism and strategic environmental assessment. Training in these techniques was highly appreciated as was the equipment provided, and that training was subsequently expanded and upgraded with local funds.

65. On the basis of these indicators the mission has concluded that the PAP-RAC outputs are of a good quality and contribute towards the achievement of results and objectives of MAP.

D. Distribution of outputs

66. The mission found that information on PAP-RAC activities results was not always readily available in a concise form suitable for wide distribution. An expanded brochure should be prepared covering the role of PAP-RAC.

67. It may be argued that in view of their highly technical nature many PAP outputs do not lend themselves to easy presentations for the general public. However, most of the PAP RAC work (solid and liquid waste management, tourism, soils, urban planning) is of direct interest to the public. Similarly, some of the CAMPs, together with their follow-up represent case studies of wide Mediterranean interest. (See Annex VII for location of MAP CAMPs). Their dissemination in an attractive format would no doubt generate a demand for similar initiatives in other coastal areas and strengthen government support for PAP activities.

Recommendation No. 11: Dissemination of CAMP results

It is recommended that a summary of each CAMP activity and its results should be produced.

Recommendation No. 12: List of PAP-RAC publications

It is recommended that the List of PAP-RAC publications should be updated regularly and texts should be accessible via the Internet.

Recommendation No. 13: Publications in Arabic

It is recommended that outside financing be sought to allow for the translation and publication in the Arabic language of some of PAP-RAC's main outputs.

Recommendation No. 14: PAP-RAC Brochure

It is recommended that the PAP-RAC brochure which is in preparation should be finalized and released as soon as possible.

Recommendation No. 15: PAP-RAC Web site

It is recommended that the PAP-RAC Web site (www.pap.gradst.hr) should be expanded under the guidance of the Contracting Parties in order to reconcile the widest possible exposure of PAP activities with the essential requirements for confidentiality.

E. Support to PAP-RAC

68. This section examines separately PAP-RAC relationships with MEDU, the host country, and UNEP.

1. Relations with MEDU, Athens

69. The mission has noted that the exchange of information between PAP-RAC and MEDU is not always as complete and as timely as is desirable. This has generated some misunderstandings in MEDU as to the nature and scope of certain PAP-RAC activities which are outside the Mediterranean, or outside the MAP project financing. On the PAP-RAC side the need for closer MEDU support has sometimes been felt.

Recommendation No. 16: MEDU liaison

It is recommended that MEDU should entrust one of its senior staff with the task of full-time liaison with PAP-RAC on all aspects of its activities (CAMPs, methodological components of ICAM, and specific priority areas). The function of the MEDU liaison position should be so defined as to stress the value added of its role. For example, MEDU could undertake some negotiations on cooperative arrangements between PAP-RAC and other organizations, at a level that might facilitate cooperation with additional partners.

Recommendation No. 17: MEDU supervision function

It is recommended that the MAP Coordinator or his Deputy should attend some key activities of PAP-RAC to underline their central importance to the work of MAP.

2. Relations with host country

70. No problems have been noted during the present evaluation mission. The change of host country mentioned above, which could have had traumatic effects on the Centre, has been absorbed smoothly and has even brought about the signature of the official Agreement.

71. The PAP-RAC accommodation appears to be of high quality and adequate to its foreseeable future requirements. This particular office is an embodiment of rich Mediterranean history, since it is housed in a sixteenth century building that incorporates extensive elements of Emperor Diocletian's palace built some 1700 years ago, and yet offers completely up-to-date working, meeting and communication facilities.

3. Relations with UNEP headquarters

72. PAP-RAC has for some time maintained close relations with the UNEP office responsible for regional seas, and utilized guidelines and other technical materials developed in Nairobi. Subsequent changes in the institutional handling of regional seas programmes at UNEP headquarters seem to have weakened these useful professional links. As things stand it is not clear how these relations will be maintained after the abolition of the Water Branch.

73. As mentioned above, PAP-RAC links with UNEP are an appropriate way of disseminating its results and of giving UNEP some credit for the work of one of the projects it has sponsored. The direct communication between PAP-RAC and UNEP has not always been well understood by MEDU and might be viewed as undermining MEDU authority.

F. Cost effectiveness

74. The cost effectiveness of PAP activities has been influenced by several factors. PAP-RAC, as a national institution in a country whose Gross National Product is not among the highest in the Mediterranean, has always adopted a low-cost approach. The large number of national experts among its permanent consultants has helped to keep costs down.

75. PAP-RAC is one of five regional activity centres that operate as national centres carrying out a regional role. All PAP-RAC permanent staff are Croatian nationals, as are the project consultants responsible for each major field of work. Short-term consultants reflect a broad geographical representation (see Annex VIII) and are drawn from an extensive roster of professionals from Mediterranean countries.

76. PAP-RAC staff do not enjoy international status, and as a result the present level of remuneration does not appear sufficient to attract a foreign national to fill the vacant position of Deputy

Director of the Centre. It may, therefore, be preferable to consider a fully qualified local expert and to recruit him/her in consultation with the host country's authorities.

77. As for the consultants, efforts should continue, in line with the Contracting Parties' recommendations, to recruit them on as wide a geographical basis as possible, taking also into account language abilities.

78. PAP-RAC has drawn attention to the fact that a growing number of Mediterranean regional projects are sponsored by institutions whose conditions of service are often more attractive than those offered by PAP-RAC. As a result PAP-RAC's first choice of consultants may prefer other assignments.

Recommendation No. 18: Nationality of staff

It is recommended that the vacant post of Deputy Director of PAP-RAC be advertised in Mediterranean countries and that efforts to improve the geographical distribution of short-term consultants be continued.

G. Contribution to sustainable development

79. It appears difficult to pinpoint the specific contribution of PAP-RAC to the sustainable development of the Mediterranean. It can be stated that its work over twenty years has consistently promoted better management of scarce natural resources, and has contributed to consciousness-raising and capacity-building in this respect. Its training courses, the involvement of national officials and specialists, its field oriented activities, have all contributed to sustainable development.

80. PAP-RAC has been working, however, against a rising tide of population growth, uncontrolled building in many coastal areas, an increasing attention given to economic parameters alone, with a corresponding marginalization of the planning approach. More efforts will be required to bring sustainable development within reach, and not only in PAP. The recommendations to strengthen PAP-RAC's role in this regard will be found in part IV of this report.

H. Perception by the Contracting Parties.

81. The perception of the Contracting Parties can be extracted obliquely from their decisions concerning MAP Phase II, and recently from the report of their tenth ordinary meeting, held in Tunis, in November 1997.

82. In the latter documents, (UNEP(OCA)-MED IG 11-10), the section dealing with PAP (page 9 of the English version) includes some critical remarks. It "invites the Secretariat (PAP-RAC) to pay particular attention to programme implementation, capacity-building, and institutional strengthening, including collaboration with NGOs and local authorities, within the integrated management of Mediterranean coastal zones". The same report also "invites the Secretariat (PAP-RAC) to continue

implementation of CAMPs taking into account efforts to improve the quality of activities".

83. This wording, adopted unanimously, certainly conveys a message that the PAP-RAC must take very seriously and to which it must respond with a concrete strategy. Nothing would be more dangerous than a policy of business as usual, that would place PAP-RAC on a collision course with the Contracting Parties.

84. Given the general and fundamental issues involved here, recommendations on how to respond to them are presented separately in part IV below.

1. Channels of communications with Mediterranean states on PAP

85. Some direct consultations with Mediterranean coastal states were included in the terms of reference of the present mission. The views expressed by senior officials in Greece, Egypt and Tunisia are summarized in this section. It is regretted that last minute developments did not allow for the inclusion of Turkey among the countries consulted.

86. All the Contracting Parties will have a chance to express their views either at Bureau level or at their next regular meeting.

87. Given the nature of its activities, PAP-RAC's contacts with a whole range of national authorities are a prerequisite for the successful development and implementation of its activities. The wide range of PAP-RAC priority fields has as a consequence the need to involve national experts from a correspondingly wide range of national and local authorities. For this reason the national PAP focal points are essential for establishing appropriate contacts and for ensuring the follow-up of PAP-RAC projects. This is especially necessary for PAP.

88. Now that the central importance of coastal zone management has been fully recognized in MAP Phase II, regular meetings of national PAP focal points should be re-established. Through this mechanism some of the criticism voiced earlier could have been aired and appropriate steps taken to correct things in good time.

Recommendation No. 19: Resume meetings of PAP focal points

It is recommended that regular meetings of PAP focal points be re-established as an essential tool in a re-focused PAP programme. The cost of such meetings would be a worthwhile investment and a further guarantee of programme quality.

2. The views of the Egyptian authorities

89. The mission met the National PAP Focal Point for the Fuka-Matrouh CAMP in Egypt. A summary of the points raised by him is given below.

90. The major outputs of the project in Egypt were summarized as follows:

(a) Capacity-building for technical personnel;

(b) Work on the GIS and image processing;

(c) The project developed GIS for the Fuka area and, using GIS, determined the carrying capacity of the area;

(d) The project carried out an environmental impact assessment and developed plans for the area;

(e) Upgrading of equipment was not good, except for software. This was due to limited resources;

(f) The Government Tourism Development Authority is now using all the outputs and information in guiding tourism development in the area.

91. In regard to the assistance provided by PAP-RAC the Egyptian Government was pleased with the high level of experts, the good technical assistance and excellent communications; PAP-RAC was very quick to respond. The level and quality of technical assistance decreased because of budgetary constraints.

92. The Egyptian Government believes that PAP-RAC has experience and technical expertise in coastal zone management which is not found in any of the other institutions. It urges PAP-RAC to continue doing practical work, as this is its strength.

93. In order to ensure sound technical backup and the successful implementation of projects, PAP-RAC needs a minimum amount of money for each project. The Contracting Parties should provide adequate financial resources to PAP-RAC and the projects. Furthermore, PAP-RAC must work with other partners in order to access resources from other sources such as the European Union, UNDP, the World Bank and NGOs.

94. With regard to the future role and activities of PAP-RAC the following suggestions were made:

(a) The skills of local consultants in Member States should be upgraded, to be able to handle coastal zone management issues;

(b) Selection of cooperating personnel is crucial and should therefore be done carefully;

(c) Activities should be followed up to make sure that the materials developed are utilized;

(d) Financial and technical support must remain the major part of the programme.

3. The views of the Greek authorities

95. The mission met the National PAP Focal Point of Greece. A summary of the point raised by him is given below.

96. In view of the interrelated nature of PAP and the Blue Plan, the two subcomponents should have been evaluated together. In regard to the work of PAP-RAC, the Greek Government is pleased with its work, appreciates its concentration on coastal zone management, and rates the quality of the technical reports as good.

97. The first phase of the Rhodes CAMP is considered to have been successful, even though the local authorities have not responded to the suggestion of a second phase. In order to facilitate follow-up, PAP-RAC could play a supporting role for country requests for outside financing. This activity, if it proved successful in attracting donors, could prove more useful than training.

98. With regard to the MCSD there seems to be a clear separation of the roles of the Blue Plan, that briefs the Commission on strategies through the Observatory, and PAP, which is expected to implement those strategies (for example, on waste water treatment and re-use). However the Commission should define its role and decide on appropriate resources.

4. The views of the Tunisian authorities

99. As foreseen in the terms of reference, the views of the Tunisian authorities were sought through direct contacts in Tunis. The Director General of the National Agency for Protection of Environment (ANPE) and his senior staff participated in a review meeting with the responsible officials of the Sfax CAMP and the UNEP consultant.

100. All aspects of PAP-RAC relations with Tunisia were reviewed in a very frank manner. The comments and recommendations noted below represent the consensus of the group since many observations were repeated in a different form by more than one participant.

101. The PAP programme of priority actions is too dispersed and needs a clear concentration on very few areas. Water was the subject most often mentioned, with a specific reference to the integrated management of water demand, which is also in line with MCSD recommendations.

102. The quality of the PAP-RAC consultants was rated as consistently high, and their commitment and spirit of cooperation as excellent. They were repeatedly mentioned by name. By contrast, instances were given of foreign bilateral experts whose services were terminated abruptly because they were found to be professionally lacking or because of their lack of commitment and their attitude. The suggestion made was to concentrate the experts' visits, in order to reduce costs.

103 It was felt that the structure of CAMPs caused the initial delays because the full approval of the project was necessary before preparatory activities could start. It was suggested to have a

preparatory phase, of a feasibility type, during which the local team could be identified and formally assigned to the CAMP. A duration of two years for the CAMP proper was recommended.

104. The participation of other RACs was considered essential. In the case of Sfax, the Blue Plan contribution was judged to be too theoretical, that of Med-Pol the weakest in terms of analysis of the local available pollution data. It was suggested that the RACs hold a mid-term review for every CAMP.

105. It was recommended that NGOs should be formally involved in all future projects. At Sfax the NGO participation had been useful, but indirect.

106. It was strongly urged that the dissemination of results be given high priority. A document summarizing the project for national and international use should always be prepared. That, and the preparation of a portfolio of urgent investments should constitute a regular third phase of each CAMP. Since criteria and formats for projects vary considerably between donors, some information, assistance and training in this respect should be provided.

107. On the use of national experts it was recommended that the Sfax CAMP team could be utilized to start a new CAMP in Morocco where conditions are similar to those in Tunisia. The experts had developed an advanced capability in GIS as a result of the Sfax CAMP.

108. The same expertise could also be used within the country for a second generation CAMP, for example at Bizerte or Tunis-Sud.

109. The evaluation mission should like to place on record its appreciation for the full attention given to the present review by the senior staff of ANPE, who were fully familiar with the Sfax CAMP.

I. Support to MCSD

110. The Blue Plan and PAP RACs have been asked to provide "the necessary support" to MCSD. This wording is imprecise as there is no quantifying element for such support. Under the circumstances, the RAC commitment of time and resources may be criticized as either too low (in terms of MCSD expectations), or excessive (in terms or resources deflected from approved activities).

111. While the Contracting Parties will want to ensure that no conflict arises between the PAP activities and any activities promoted under the MCSD, a modest first step is recommended.

Recommendation No. 20: Allocation for support to MCSD

It is recommended that the next MAP budget includes an appropriate allocation to cover RAC support to MCSD.

J. Constraints to the work of PAP-RAC

112. The constraints to the work of PAP-RAC have been grouped in two parts: institutional and financial.

1. Institutional constraints

113. As mentioned above, integrated coastal area management is a stated objective of the Contracting Parties since 1995 when they adopted the following policy documents (references to PAP activities are given in parenthesis):

(a) The Barcelona Resolution on the Environment and Sustainable Development of the Mediterranean Basin;

(b) The Action Plan for the Protection of the Marine Environment and the Sustainable Development of the Coastal Areas of the Mediterranean (MAP Phase II) (I 1.1.4);

(c) The Priority Fields of Activity for the Environment and Development in the Mediterranean Basin (1996-2005) (3. i.ii.iii.); and

(d) The Convention for the Protection of the Marine Environment and the Coastal Region of the Mediterranean (Article 4.3.e).

114. In the experience of PAP-RAC such unanimous decisions of the Contracting Parties are not uniformly applied at the national level by all the coastal states. In some there is resistance to the implementation of the ICAM as a standard approach for all the national coastal areas. The varying size and governance systems of countries may help explain some of the difficulties encountered.

Recommendation No. 21: Identify institutional obstacles to ICAM

It is recommended that PAP-RAC explore and identify through a specific project and in a systematic way the causes of resistance to ICAM, in order to help the Contracting Parties resolve the contradictions that may exist between their stated objective and current legislation and practice.

2. Financial constraints

116. It is a characteristic of MAP, given the voluntary nature of the Mediterranean Trust Fund, that there has been continuing disparity between the resources approved in the MAP budget for various activities, and the resources actually paid into the Trust Fund and available for expenditure. As a result, an inordinate amount of effort goes into constantly reducing and re-phasing planned activities, inevitably affecting programme delivery. A table showing actual PAP-RAC expenditures is shown in Annex 8.

117. PAP-RAC considers that, based on the experience gained in the initial eight CAMPs, supported by the practice of similar projects of METAP, the minimum funding required to carry out a CAMP is about $400,000 over a period of two years, after a suitable preparation, collection of basic

data and assembling of the project team.

Recommendation No. 22: CAMPs to operate only at appropriate funding levels

It is recommended that budgetary constraints should not reduce the funding of individual CAMPs below the level of $400,000.

IV. POLICY RECOMMENDATIONS FOR A NEW MISSION

STATEMENT FOR PAP-RAC

118. PAP-RAC documents do not convey the full extent of the Centre's pioneering role in promoting sustainable coastal management in the Mediterranean region. Its efforts over many years have been crucial for the decision of the Contracting Parties to amend the Barcelona Convention so as to extend its geographical scope to coastal areas (new Article 1.2) and to include the commitment "to promote the integrated management of the coastal zones" (new Article 4.3.e).

119. The work of PAP-RAC has generally preceded, and often assisted the launching of, other programmes in coastal zone management in the Mediterranean by major players, and has shared with them valuable information, experience and contacts.

A. Strengthening the role of PAP-RAC in relation to sustainable development

120. Building on its past performance, PAP-RAC should now position itself strategically as "the" regional centre for sustainable coastal management in the framework of MAP and UNEP.

121. In doing so, PAP-RAC needs to emphasize some of its unique characteristics, such as the UNEP umbrella under which it operates, which makes it acceptable where some other programmes may not be, its full coverage of the Mediterranean coastal perimeter (while certain other programmes operate with geographical gaps), as well as its user-friendly reputation.

122. In order to reflect its new confidence in the importance of its role, PAP-RAC should seek new partners, refine its operating procedures, and develop new tools to introduce a measure of accountability on the part of countries, in the fields for which PAP-RAC is responsible. The present "hot-spot" approach is often one of too little, too late.

123. Now is the time to link the clear objectives spelt out in the 1995 policy documents, with the guidelines and the ICAM approach adopted at the technical level. The desired linkage could be provided by a new protocol committing the coastal states to practice sustainable coastal management.

124. ICAM should become the accepted module for the entire Mediterranean coast. That would create a vast new constituency for PAP-RAC, a momentum for an increased training and capacity-building programme.

125. All Contracting Parties should fully support PAP-RAC as it takes on this enlarged challenge, by placing at the disposal of the Centre experience relevant to coastal area management (legislation, institution building, and training). The commitment of the Contracting Parties should be reflected in a protocol on coastal areas management. It should be noted that most of the other commitments contained in the Barcelona Convention are now covered by a corresponding protocol (article 5 on dumping, article 7 on exploration and exploitation of the seabed, article 8 on land-based sources, article 9 on pollution emergencies, article 10 on biological diversity, article 11 on hazardous wastes).

Recommendation No. 23: Promote a protocol on coastal area management

It is recommended that the Contracting Parties consider the need to develop and adopt a protocol on coastal area management in order to promote a consistent approach in this field for their entire coastline.

126. Cooperation between RACs at CAMP level, where their performance is directly judged by the national authorities, must be seen to be wholehearted, as an opportunity for service and a justification for continued financing.

127. Capacity-building must be a stated primary objective, clearly reflected in project design, execution, staffing and training. In other words, PAP-RAC must be seen to be working itself out of a job, in order to move on to providing services of a higher order of complexity, as the countries' capabilities and requirements increase.

Recommendation No. 24: Mission statement

It is recommended that the Bureau endorses, and the Contracting Parties adopt an updated mission statement for PAP-RAC as "the centre for sustainable coastal areas management in the framework of MAP".

Recommendation No. 25: PAP-RAC title

It is recommended to retain the present acronym for reasons of continuity and recognition, but to adopt the full title of "Regional Activity Centre for Sustainable Coastal Areas Management", which will identify the specific role of the centre in the framework of the new MAP.

B. Searching for new partners

128. The Contracting Parties have insistently recommended that the other social and economic actors concerned should be invited to participate in the implementation of MAP Phase II. While the invitation is broadly addressed to all outside bodies, MAP regional activity centres should regard it as a specific request for action.

129. It must be recognized that the traditional mix of MAP partners - Governments, United Nations specialized agencies, the European Union - has already exhausted most of its potential and that a new

mix of partners is required to inject new vitality, fresh resources and local support into regional projects.

130. One of the significant developments of the last decade has been the expanded role of NGOs in all environmental fields, going beyond the traditional advocacy of nature conservation. NGOs have made authoritative contributions to sustainable development in a wide range of fields. In some areas they are now major players, capable of mobilizing professional capabilities and financial resources of a high order.

131. In some Mediterranean coastal states the participation of NGOs may not be fully recognized or accepted in practice. It should be the role of RACs, in line with the Contracting Parties' decisions, to promote the active integration of NGOs - national and international - into their respective programmes and projects.

132. Other potential partners have come on the scene with resources and technical capabilities of their own. Among them are the regional (sub-national) authorities, whose outlook, concerns and expertise are an excellent match for the PAP-RAC programme. This matter raised with specific reference to the proposed CAMP in Slovenia, which could well benefit from partnership, through a cross-border pilot project, with nearby Italian regions (Veneto and Friuli-Venezia Giulia)

Recommendation No. 26: Collaboration with subnational levels of government

It is recommended to take advantage of differences in governance by developing cooperation with the interested sub-national levels of government (regional, provincial or municipal) where this is acceptable.

Recommendation No. 27: Regular involvement of Mediterranean NGOs

It is recommended that PAP-RAC make it its stated policy to involve Mediterranean NGOs in all of its activities, to increase its capacity for local-level action.

Recommendation No. 28: Explore the possibility of cross-border CAMPs

It is recommended that new combinations of partners be tried in CAMPs, and that cross-border CAMPs be developed whenever possible, giving them access to those European Union funds that are specifically earmarked for cross-border cooperation.

Conclusions

133. The evaluation mission has concluded that PAP-RAC has played an important role in meeting the objectives of the Mediterranean Action Plan. In so doing it has developed a unique capacity in coastal area management that meets a specific demand from the Mediterranean coastal States, as expressed in their recent amendment of the Barcelona Convention.

134. Some adjustments as recommended in the present report, are required, however, in order to position PAP-RAC at the centre of such preoccupations, focus its activities exclusively on coastal area management, and respond to the expanded MAP mandate that now covers all Mediterranean coastal areas, and not only a few selected black spots.

135. It is believed that with such a clear focus, the PAP-RAC would have a useful role to play in the years ahead, and can count on the support of the Mediterranean coastal states.

Acknowledgements

The evaluators acknowledge the open and cooperative attitude they have encountered throughout their mission in all their contacts with Government officials, MAP and PAP-RAC staff and experts. This has greatly facilitated their task and speeded up their work.

ANNEXES

ANNEX I

TERMS OF REFERENCE FOR THE EVALUATION MISSION

In-depth Evaluation of Regional Activity Centres (RACs)
Operating Under UNEP/MAP

I. Background

1. At their Tenth Ordinary Meeting (Tunis, 18-21 November 1997), the Contracting Parties to the Convention for the Protection of the Mediterranean Sea Against Pollution (Barcelona Convention) decided that an evaluation of the activities of the MAP/Regional Activity Centres (RACs) and other MAP programmes should be undertaken on a regular basis by MEDU, taking into consideration the cost/efficiency ration (Doc. UNEP (OCA)/MED IG.11/10).

2. In accordance with the Contracting Parties decision, two outside Consultants were selected for this job, namely:

- Mr. Aldo Manos, national of Italy, former Coordinator of MAP;
- Ms. Nesrin Algan, national of Turkey, former head of International Relations Department, Ministry of Environment, Turkey.

Mr. B. Sibanda, Chief, Evaluation and Oversight Unit of UNEP will join the group and act as the group leader.

3. Under the general guidance of the Coordinator of MAP, the Consultants will prepare a detailed evaluation of programme performance against its stated objectives, achievements and outputs of projects ME/5102-83-05 (1983-1989), ME/5101-94-01 (Rhodes), ME/0401-94-09 (1994-1997) and ME/1100-98-10 ?Support to Regional Activity Centre for Priority Actions Programme - PAP/RAC?. The evaluation report will be submitted to the Contracting Parties to the Barcelona Convention at their forthcoming meeting.

4. As part of their assignment, the Consultants will visit individually or collectively few major parties involved in the implementation and supervision of the project, i.e.:

- Acting Chief, FPMB, UNEP, Nairobi;
- Coordinator and relevant Programme and Fund Management Officers, Coordinating Unit for the Mediterranean Action Plan (MEDU), UNEP, Athens;
- Director and staff, Regional Activity Centre for Priority Actions Programme (PAP/RAC), Split;
- Relevant authorities in Greece, Egypt, Tunisia and Turkey;

II. The Scope of the Evaluation

The scope of the evaluation will cover the key activities undertaken by the MAP/Regional Activity Centres (RACs). The evaluators will compare planned outputs of the project to the actual outputs and assess the actual results to determine their contribution to the attainment of the project objectives. The evaluators will also determine the impact of the project. The evaluation must highlight lessons learned from the implementation of the RACs that would improve the future work of these RACs and assess the appropriateness of this project in meeting the long term objectives of the Convention for the Protection of the Mediterranean Sea.

The evaluation should also determine to what extent the project has been successful in fulfilling its objectives and obtaining the expected results and whether it has been cost effective in producing these results.

III. Terms of Reference

The evaluators shall:

1. Determine the appropriateness of the objectives of the RACs in relation to the objectives of the Convention for the Protection of the Mediterranean Sea by examining the basis on which the RACs were created. It should be determined whether the RACs have been able to fulfill the identified needs and whether they have contributed to the protection of the Mediterranean Sea.

2. Determine if the RAC results have been achieved as envisaged by comparing the actual results with the planned ones.

3. Assess the quality of project/RACs outputs and their contribution towards the achievement of results.

4. Determine the existence of any written outputs and to whom these outputs have been distributed to. The evaluators must also determine the possible impact created by these outputs.

5. Review the effectiveness of the support provided to the project by MEDU, PAP/RAC, the Host Government (Croatia) and UNEP Headquarters. this will be done by investigating the staffing levels of the project, funding, administrative arrangements, operational mechanisms, coordination with and support from UNEP as well as how the Host Government has provided an enabling environment and the type of support it has given to the project.

6. Determine the cost effectiveness of programme delivery by reviewing the administrative and financial management of the project as well as the methods chosen for delivering the outputs.

7. Assess how the PAP/RAC contributes to the achievement of MAP objectives and to sustainable development in the Mediterranean.

8. Assess how PAP/RAC is perceived by the Contracting Parties and other partners in relation to its planned role.

9. Identify the role played by the PAP Centre as support Centre for the MCSD.

10. Identify any technical, administrative and/or operational constraints encountered during project implementation including those that caused any delays in implementing the approved work plan. Examine the actions taken by the implementors and MEDU to over come those constraints. What lessons were learned from this experience and discuss any appropriate alternative measures that could have been taken.

11. Make concrete suggestions and recommendations which may benefit and improve the PAP/RAC role in relation to:

    (a) Integrated environment and development component, and

    (b) How the PAP programme should be re-oriented with a new version that will take the project into the 21st Century.

12. The report of the Consultants will be submitted to the Coordinator of MAP, with a copy to (a) Director of Fund and Administration, (b) Evaluation and Oversight Unit.

13. Six-day work (second half of February 1999) is envisaged as necessary to complete the task:

Itinerary (15-21 February 1999)

Dates	Place	Persons interviewed
15-16 February 1999	Athens	MEDU
		- Mr. L. Chabason, MAP Coordinator - Mr. A. Hoballah, MAP Deputy Coordinator - Mr. I. Dharat, MAP Senior Programme Officer
		Government of Greece
		- Mr. A. Lascaratos, Professor at the University of Athens (MAP Focal Point) - Mr. D. Tsotsos, Ministry of Environment of Greece (PAP Focal Point) - Mr. H. Cocossis, Professor at the University of the Aegean (Pap Consultant)

Dates	Place	Persons interviewed
17-19 February 1999	Split	PAP/RAC - Mr. I. Trumbic, Director of PAP/RAC - Fund & Administrative Officer, PAP/RAC - Mr. A. Pavasovic, former Director of PAP/RAC
19-21 February 1999	Tunis	Government of Tunisia (Mr. A. Manos) - Mr. Ben Mansour, President, Director General of ANPE, and MAP/PAP Focal Point with most concerned staff (Mr.Ferchichi & Mr.Gargouri) - Mr. M. Ennabii, Director General of National Institute for Scientific and Technical Research (former President of ANPE)
19-21 February 1999	Egypt	Government of Egypt (Mr. B. Sibanda) Dr. M. El-Raey, Dead of the Centre of Graduate Studies and Research, University of Alexandria (National Coordinator of the Fuka-Matrouh CAMP Project being implemented by PAP/RAC)
22-24 February 1999 (Nbi.)	UNEP	UNEP Headquarters (Mr. B. Sibanda) - Director, Fund and Administration
15-19 February 1999	Turkey	Government of Turkey (Ms. N. Algan) - Ms. N. Algan will cover Turkey as, former Head of the Foreign Relations Department, Ministry of Environment

ANNEX II

TIMETABLE FOR THE EVALUATION MISSION
AND LIST OF PERSONS INTERVIEWED

15-16 February 1999	Athens	Mr. Sibanda
		Mr. Manos
16-19 February 1999	Split	Mr. Sibanda
		Mr. Manos
19-21 February 1999	Cairo	Mr. Sibanda
19-21 February 1999	Tunis	Mr. Manos
22-24 February 1999	UNEP Hqs.	Mr. Sibanda

At MEDU, Athens

Mr. L. Chabason, Coordinator, MAP
Mr. A. Hoballah, Deputy Coordinator, MAP
Mr. I. Dharat, Senior Programme Officer

Prof. H. Cocossis, University of the Aegean, PAP Consultant
Mr. D. Tsotsos, National PAP Focal Point, Ministry of Environment, Greece

At Split, Croatia

Mr. I. Trumbic, Director, PAP-RAC
Mr. A. Pavasovic, former Director, PAP-RAC Consultant
Mr. G. Berlengi, PAP-RAC Consultant for Fuka-Matrouh CAMP

At Cairo, Egypt

Dr. M. El-Raey, University of Alexandria, National Coordinator of Fuka-Matrouh CAMP

At Tunis, Tunisia

Mr. B. Ben Mansour, President Director General
National Agency for the Protection of Environment (ANPE)
Mr. M. Saeid, Former Director RAC-SPA, Adviser to Director General
Mr. F. Ferchichi, Department Chief, ANPE
Mr. T. Gargouri, Head of Service, ANPE and Chief of Sfax CAMP
Ms. F. Mazhoud, Director International Cooperation, ANPE
Mr. A. Hentati, Director RAC-SPA

ANNEX III
LIST OF DOCUMENTS CONSULTED

METAP (no date) Assessment of Integrated Coastal Area Management Initiatives in the Mediterranean - Experiences from METAP and MAP (1988-1996) - PAP-RAC, Split

PAP-RAC (1994) Analysis of the application of economic instruments in coastal management in the Mediterranean region PAP-4-1994-W.1-1, Split

PNUE (1995) Directives concernant la gestion integrée des régions littorales avec unre référence particuličre au bassin méditérranéen. Rapports et Etudes des Mers Régionales n.161. Nairobi

UNEP-MAP (1996) Report on the final results of the Coastal Area Management Programme (CAMP) for the Island of Rhodes (CAMP-Rhodes), Athens

PNUE-PAM (1996) Etat du milieu marin et littoral de la région méditerranéenne MAP Technical Reports Series No.101. Athčnes

UNEP MAP -EIB (1996) Report on the final results of the coastal area management programme (CAMP) for the island of Rhodes (CAMP-Rhodes).
Doc. UNEP(OCA)MED WG.115-2 Athens
(prepared with the financial support of the CEC)

PAP-RAC (1996) List of Experts participating in PAP activities PAP-1-1996-Info.1, Split

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ANNEX IV - AGREEMENT COVERING PAC-RAC

ANNEX V - ORGANIZATIONAL CHART OF PAP

ANNEX VI - MAP SHOWING LOCATION OF CAMPS

ANNEX VII - BREAKDOWN OF PAP EXPERTS BY NATIONALITY

ANNEX VIII - TABLE SHOWING PAP PROJECT EXPENDITURES

ANNEX IX RECOMMENDATIONS

Recommendation No. 1: PAP-RAC Catalytic role

It is recommended that PAP-RAC should produce a paper on the catalytic role of its activities, highlighting the parallel or subsequent inputs of other international organizations, national and international financing institutions, as well as the application of PAP-developed methodologies in other areas of the Mediterranean or outside.

Recommendation No. 2: Follow-up reporting on CAMPs

It is further recommended, in order to facilitate recording of such catalytic effects, that future CAMPs should include a commitment from the national counterpart authorities to provide brief half-yearly progress reports on relevant follow-up activities after the completion of the PAP-RAC project.

Recommendation No. 3: Second-generation CAMPs

It is also recommended that countries that have completed one CAMP experience (i.e. Turkey, Croatia, Greece, Albania, Tunisia, Egypt, Israel, (Syria having already covered its entire coast in the first exercise) consider launching a second-generation CAMP in a different area of their coastal regions, with the technical support of PAP-RAC, in order to make use of the experience, methodologies, and trained personnel from the first CAMP.

Recommendation No. 4: Partnership with other institutions and NGOs

It is recommended that the Contracting Parties make it their policy to require that future PAP-RAC activities (and possibly other MAP activities as well) involve other institutional and NGO partners as a way of promoting the catalytic effect of PAP activities.

Recommendation No. 5: Project terminology

As far as possible, future PAP-RAC projects in coastal management should bring their terminology for project development into line with that of other major partners, so as to facilitate closer cooperation with them and promote parallel or subsequent funding.

Recommendation No. 6: Capital - intensive projects

Projects requiring capital investment as a follow-up of CAMPs should be strongly justified, and the cooperation and advice of the authorities that may be involved in their subsequent evaluation sought at an early stage.

Recommendation No. 8: Flow of information

It is recommended that PAP-RAC keep MEDU regularly informed of the professional activities referred to in Recommendation No. 7 and include them in its activity reports.

Recommendation No. 9: The role of PAP-RAC vis-a-vis UNEP

It is recommended that PAP-RAC be designated as the coastal area management centre for UNEP's regional seas programme.

Recommendation No. 10: UNEP financing of outside activities

It is recommended that UNEP headquarters define in a memorandum of understanding with MEDU the modalities for using the professional resources of all MAP regional activity centres for similar activities outside the Mediterranean region, and cover the relevant costs.

Recommendation No. 11: Dissemination of CAMP results

It is recommended that a summary of each CAMP activity and its results should be produced.

Recommendation No. 12: List of PAP-RAC publications

It is recommended that the List of PAP-RAC publications should be updated regularly and texts should be accessible via the Internet.

Recommendation No. 13: Publications in Arabic

It is recommended that outside financing be sought to allow for the translation and publication in the Arabic language of some of PAP-RAC's main outputs.

Recommendation No. 14: PAP-RAC Brochure

It is recommended that the PAP-RAC brochure which is in preparation should be finalized and released as soon as possible.

Recommendation No. 15: PAP-RAC Web site

It is recommended that the PAP-RAC Web site (www.pap.gradst.hr) should be expanded under the guidance of the Contracting Parties in order to reconcile the widest possible exposure of PAP activities with the essential requirements for confidentiality.

Recommendation No. 16: MEDU liaison

It is recommended that MEDU should entrust one of its senior staff with the task of full-time liaison with PAP-RAC on all aspects of its activities (CAMPs, methodological components of ICAM, and specific priority areas). The function of the MEDU liaison position should be so defined as to

stress the value added of its role. For example, MEDU could undertake some negotiations on cooperative arrangements between PAP-RAC and other organizations, at a level that might facilitate cooperation with additional partners.

Recommendation No. 17: MEDU supervision function

It is recommended that the MAP Coordinator or his Deputy should attend some key activities of PAP-RAC to underline their central importance to the work of MAP.

Recommendation No. 18: Nationality of staff

It is recommended that the vacant post of Deputy Director of PAP-RAC be advertised in Mediterranean countries and that efforts to improve the geographical distribution of short-term consultants be continued.

Recommendation No. 19: Resume meetings of PAP Focal Points

It is recommended that regular meetings of PAP focal points be re-established as an essential tool in a re-focused PAP programme. The cost of such meetings would be a worthwhile investment and a further guarantee of programme quality.

Recommendation No. 20: Allocation for support to MCSD

It is recommended that the next MAP budget includes an appropriate allocation to cover RAC support to MCSD.

Recommendation No. 21: Identify institutional obstacles to ICAM

It is recommended that PAP-RAC explore and identify through a specific project and in a systematic way the causes of resistance to ICAM, in order to help the Contracting Parties resolve the contradictions that may exist between their stated objective and current legislation and practice.

Recommendation No. 22: CAMPs to operate only at appropriate funding levels

It is recommended that budgetary constraints should not reduce the funding of individual CAMPs below the level of $400,000.

Recommendation No. 23: Promote a protocol on coastal area management

It is recommended that the Contracting Parties consider the need to develop and adopt a protocol on coastal area management in order to promote a consistent approach in this field for their entire coastline.

Recommendation No. 24: Mission statement

It is recommended that the Bureau endorses, and the Contracting Parties adopt an updated mission statement for PAP-RAC as "the centre for sustainable coastal areas management in the framework of MAP".

Recommendation No. 25: PAP-RAC title

It is recommended to retain the present acronym for reasons of continuity and recognition, but to adopt the full title of "Regional Activity Centre for Sustainable Coastal Areas Management", which will identify the specific role of the centre in the framework of the new MAP.

Recommendation No. 26: Collaboration with sub-national levels of government

It is recommended to take advantage of differences in governance by developing cooperation with the interested sub-national levels of government (regional, provincial or municipal) where this is acceptable.

Recommendation No. 27: Regular involvement of Mediterranean NGOs

It is recommended that PAP-RAC make it its stated policy to involve Mediterranean NGOs in all of its activities, to increase its capacity for local-level action.

Recommendation No. 28: Explore the possibility of cross-border CAMPs

It is recommended that new combinations of partners be tried in CAMPs, and that cross-border CAMPs be developed whenever possible, giving them access to those European Union funds that are specifically earmarked for cross-border cooperation.
