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XVI Meeting of MED Unit and Regional
Activity Centres (RAC) on MAP programme

Cairo, Egypt, 1 June 1998

REPORT

**XVI MEETING OF MED UNIT AND
REGIONAL ACTIVITY CENTRES ON MAP PROGRAMME**

UNEP.
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Introduction

1. The XVI meeting of MED Unit and Regional Activity Centres on MAP programme was held in Cairo, Egypt at the Marriot Hotel, on 1 June 1998, in conjunction with the MAP/METAP Workshop (Cairo, 2-3 June 1998). All RAC Directors, except the Directors of REMPEC and 100 Historic Sites, or their representatives were present. Most of the professional staff of MEDU were also present. The list of participants is contained in Annex I to this report.

Agenda item 1: Opening of the meeting

2. Mr. L. Chabason, MAP Coordinator, opened the meeting. He informed participants that Mr. J.C. Sainlos, Director of REMPEC has been appointed as the Deputy Director, Preparedness and Response Section in the Marine Environment Division of IMO in London effective 1 June 1998. He pointed out that the purpose of the present meeting is to undertake an in-depth review of the CAMP projects, on the basis of the analytical paper prepared by Mr. I. Trumbic (PAP Director) on "Coastal Areas Management Programme: The Present and Potential for the Future", as well as the paper prepared by Mr. I. Dharat on "Coastal Areas Management Programme: Proposal for Implementation of Future CAMPs", with a view to agreeing on a concrete MAP strategy and procedure for the preparation, selection, implementation and coordination of the on-going and future CAMP projects.
3. Mr. Chabason pointed out that the purpose of the present meeting was also to exchange views on the forthcoming MAP/METAP Workshop scheduled to start next day in Cairo (2-3 June 1998), with a view to agreeing on a unified MAP strategy towards future activities in the field of Coastal Zone Management, including CAMP projects.

Agenda item 2: Adoption of the Agenda

4. The meeting adopted the Provisional Agenda as proposed by the Secretariat and contained in document UNEP(OCA)/MED WG.143/1.

Agenda item 3: Coastal Areas Management Programme (CAMP)

- a. MAP strategy towards CAMP activities (selection, implementation, coordination)
 - b. Follow-up of closed and on-going CAMPs
 - c. MAP strategy towards potential donors
5. Mr. Trumbic introduced his paper on "Coastal Areas Management Programme: The Present and Potentials for the Future". Specifically he pointed out that a real evaluation of CAMPs has never been made. The first attempt in that direction was made through the "Assessment of Integrated Coastal Areas Management Initiatives in the Mediterranean: Experiences from METAP and MAP (1988-

1996), which was financed by METAP, and in which a part has been dedicated to CAMPs. He pointed out that Agreements prepared for the implementation of all the hitherto CAMPs did not incorporate indicators for monitoring and evaluating of the CAMPs efficiency. Therefore, and in order to analyse CAMPs, certain number of indicators were used by the METAP/MAP Study:

a. Financial indicators

The period from 1994 till 1995 was the golden period for CAMPs, when the share in the totally approved MAP budget was the biggest, while the funds approved for 1999 was the lowest, indicating that this activity will experience a real collapse if the trends will continue. The unstable financial situation of CAMPs indicates that CAMPS have never been given enough "space" to develop their activity to a full extent.

b. Activity indicators

The CAMPs were not prepared as projects, feasibility studies and inception reports were lacking. A proper management system was not applicable.

c. Capacity building indicators

Large number of training programmes were organized in which many national and local experts participated. Capacity building was probably one of most successful CAMP activities.

d. Performance indicators

During the process of trying to understand to what degree the projects have contributed to the improvement of the state of environment, some obstacles were pinpointed, such as firstly, the rehabilitation process of the ecosystem develops relatively slowly, so that the improvements cannot be seen easily; secondly, the interventions towards the improvement of the ecosystem are not performed in full, then the state of the environment becomes worse and thirdly, in the absence of action's continuity, caused by the lack of financial resources, temporarily improvements of the state of the environment could soon disappear.

In short, the catalytic role of CAMPs has never been emphasized enough, and the organizational structure of MAP and CAMPs has not been adapted accordingly.

6. With regard to MAP/METAP evaluation process, Mr. Trumbic pointed out that the Study directed its evaluation process in three dimensions:

a. Performance

The Study evaluated the three CAMP (Albania, Greece and Turkey) as

partially successful with regard to the fulfilment of their objectives. On average, only 50 to 70% of the activities have been implemented. The Study also concluded that the overall impacts of the programme itself was surprisingly good, particularly in increased institutional capacity and the influence made on decision makers was also quite significant.

b. Integration

The sectoral integration was not rated as very high. There is a little coordination among various components of MAP involved in CAMP implementation. Governance level and participation of all actors was judged as medium (CAMP of Rhodes) and low (CAMPs for Albania and Izmir). The involvement of relevant stakeholders (NGO and general public) was lacking.

c. Sustainability

The Study shows that CAMP projects longer term sustainability was not secure enough. The overall rate in most of the projects could not be more than medium. This was due mainly to the low financial sustainability.

7. As for the future, the Study recommended that CAMPs should be continued, with special reference to be accorded to:

- a. projects should be more focused on sustainable development and potential end-users should be involved early in the coastal management process;
- b. ICAM should become a standard approach in achieving sustainable development and management of coastal areas;
- c. design and development of CAMPs should be encouraged and strengthened. Projects should be preceded by a feasibility study;
- d. a viable and limited number of activities should be selected for implementation;
- e. wider involvement of private sector and general public should be sought for;
- f. more linkage between METAP projects and MAP/CAMP projects; keep in mind that we do not have the same strategy.

In addition to the above general recommendations some specific proposals were also recommended:

- secure more stable financing;
- duration of CAMPs should be shorter;

- number of activities should be reduced;
- preparatory activities should be improved (feasibility study, inception report, agreement);
- strengthen project management procedure;
- demonstration projects should be encouraged;
- possibility of starting a second cycle of CAMPs;
- NGOs and other members of the civil society should be involved.

8. General discussion

During the ensuing debate, various points were mentioned in the course of the first round of discussion. They can be summarized as follows:

- On the question of the various activities to be included in any CAMP project, it was stressed that the selection of many activities during the first generation of CAMPs was questioned by many representatives during MAP meetings. As it was pointed out in the MAP/METAP Study, only 50 to 70% of activities have been implemented. Therefore, it was suggested to limit the number of activities to be dealt with in each CAMP project and to select a fewer number of viable activities which can be fully implemented within the framework of existing institutional capabilities and financial availability.
- With regard to the issue of MAP Coordination, it was felt by most of the speakers that the level of Coordination from the MAP side was not up to the required level. One speaker questioned the decision to distribute CAMP projects between MED Unit and RAC Centres. Other felt that more coordination meetings within MAP should be organized and CAMPs should start as projects with clear objectives and management structure in order to avoid confusion, duplication of work and delays. While other participants felt that what was really missing in the completed CAMP projects is the "real strategy" for these projects. One participant felt that a new information system on CAMPs should be prepared in order to support the implementation of CAMP and the decision makers. Another speaker doubted of the past practice of involving all RAC within each CAMP. Therefore, he suggested that in future, only relevant RACs should be involved.
- It was also stressed that National Coordination is also needed from the country side, and that host country should have the necessary political will for the implementation of the CAMP project. It should be truly involved from the inception of the project till its completion. Coordination between national and local actors as well as coordination between the various relevant ministries within the country was also recommended. The National Coordinator should have the necessary power and means within the interministerial organization. It was pointed out that mobilization, coordination and the involvement of other relevant ministries, other than the environment Ministry is highly needed.

- In the course of the general exchange of views, the issue of the follow-up of CAMP projects was raised. It was noted by the speakers that this issue was not integrated in the first group of CAMPs. Therefore, the involvement of potential donors and securing the financial continuity of the project after its completion were completely lacking. The suggestion was to integrate the issue of the follow-up from the inception of the project including the early involvement of potential donors.

- The selection of the CAMP project area was also raised by a speaker as one of the problems MAP had faced during the selection of areas for the first group of CAMP projects, therefore, he suggested that criteria for the selection of CAMP areas was to be made. He suggested that CAMPs should be carried out in those areas where there was a firm indication that follow-up interventions/investments would be made by the countries.

- The financial component of CAMP exercise was stressed as one of the main bottleneck for the whole CAMP exercise. In this regard, it was pointed out that the funds allocated to the projects are not enough in comparison to the ambitious objectives and outputs of the projects. Therefore, increasing of the funds allocated to CAMP should be given more attention.

- During the discussion on this topic, and in order to obtain the needed funds for the CAMP exercise, it was pointed out that CAMP exercise should be looked at as an approach of partnership between the Countries and the donors, with MAP playing a catalytic role. It was also stressed that the EU financial assistance, through MEDA/SMAP, is to be considered as a major source which should be utilized for financing Coastal Zone Projects including CAMP projects. Therefore, it was proposed that a MAP joint strategy towards MEDA should be agreed upon.

- And finally, the monitoring and evaluation exercise of CAMP project was also stressed. In this connection, it was agreed that this exercise was lacking during the first generation of CAMP projects. It was felt that evaluation should be integrated right from the outset of any CAMP project, while monitoring of the project must be linked to evaluation throughout the project's implementation.

- With regard to the distribution of responsibilities for Coordinating the CAMP projects, the meeting reconfirmed its decision taken during the MEDU and RAC meeting held in Athens on 3-4 February 1998 that "PAP/RAC, due to the various relevant subjects it is handling, and to its previous experience in this field, would be the suitable Centre to undertake the responsibility of the overall coordination of CAMP projects, under the overall supervision of the Athens office" (see doc.

UNEP(OCA)/MED WG.137/2, par. 45). Therefore, the meeting decided that PAP/RAC would be the main Centre responsible for the overall coordination of all CAMP projects, namely, for the on-going and projected ones, Israel, Morocco (Al-Hoceima), Malta, Lebanon and Slovenia.

With regard to the Algerian CAMP, it was agreed that BP/RAC will continue to be responsible for the project until the feasibility Study is completed and a draft Agreement is prepared and signed with Algeria. Then immediately after the signature of the Agreement, PAP/RAC would assume the coordination responsibility of the Algerian CAMP.

As for the CAMPs for Fuka-Matrouh (Egypt) and Sfax (Tunisia), it was agreed that as they are on an advanced stage in their implementation, MEDU (Mr. I. Dharat) and SPA/RAC (Mr. M. Saied), will continue to be responsible for the coordination of these two CAMPs respectively in close cooperation with PAP/RAC. Mr. A. Hoballah will be closely involved in the preparation of the CAMP for Lebanon, due to his previous experience and close contacts with the authorities in Lebanon.

9. At the end of the first general discussion, and upon request from MAP Coordinator, Mr. I. Trumbic summarized the trends of the general discussion and the agreed upon points in the following terms:
 - a. It is important to continue the CAMP exercise, but with a clear and precisely defined objectives and with viable and limited number of activities;
 - b. there is a need to improve the image of MAP, which in turn will improve the image of CAMPs;
 - c. a clear and precise management structure should be agreed upon; coordination at MAP level and country level should be clarified. Monitoring and evaluation mechanism is to be integrated from the beginning of any project;
 - d. a follow-up mechanism is also to be integrated right from the outset of the projects;
 - e. search for potential partners, which EU(MEDA/SMAP) is at the top of the list;
 - f. reconfirm the responsibility of PAP/RAC as the Coordinator of CAMP projects;
 - g. only relevant RACs should be involved;
 - h. a Manual on the CAMP exercise is to be prepared by PAP/RAC, based on previous experience, decisions of the meetings of the Contracting Parties, and of MED Unit and RAC Directors meetings.

10. At the end of the first round of general exchange of views, the Coordinator proposed to discuss Mr. Dharat's paper on "Coastal Areas Management Programme: Proposals for the design, preparation and implementation of future CAMPs", section by section, and make the necessary amendments. The amended paper would be considered as the main outcome of the present meeting on the objectives, design, management, follow-up, monitoring and evaluation of future CAMP exercise, and as the Terms of Reference for the Manual to be prepared by PAP/RAC.
11. The participants went through the paper section by section and made various observations and amendments which were reflected in the amended paper as contained in Annex III to this report.

Agenda item 4: Exchange of views on the MAP/METAP Workshop (Cairo, 2-3 June 1998)

12. The Coordinator informed the participants that on 2 and 3 June 1998, the MAP/METAP Workshop on Integrated Coastal Area Management in the Mediterranean will be held in Cairo, at the same Hotel (Marriot). The Workshop will hear a presentation of the Study jointly prepared by MAP and METAP on "Assessment of Integrated Coastal Area Management Initiatives in the Mediterranean: Experiences from METAP and MAP (1988-1996)". A discussion on the study will follow with the presentation of other experiences in the region. He pointed out that by the end of the two day Workshop, a set of concrete recommendations for future activities and tasks including the involvement of potential partners, particularly EU-MEDA/SMAP in implementing coastal area projects, including CAMP projects would be proposed.
13. The Coordinator expects that MAP representatives, including the RAC Directors would express their views and reflect their experience gained through the process of CAMP and Coastal Zone Projects implementation, with a view to soliciting additional financial resources for their projects. Therefore, he expects that by the end of the Workshop, MAP would be in a better position in handling future projects in collaboration with the countries and potential donors. He reminded the participants of the need to immediately start preparing projects briefs for submission through MED Unit to MEDA/SMAP for funding, keeping in mind that the time left is short for any funding from the 1998 budget and that only 10% of SMAP funds are allocated to regional projects, while 90% are allocated to national/bilateral projects.
14. The Deputy Coordinator pointed out that this Workshop would be considered as a brainstorming session, during which lessons learned would be expressed and proposals for future action on Coastal Zone Management would be agreed upon. He stressed the importance of the follow-up issue of the CAMP projects and the need for outside resources.
15. In this connection, Mr. M. Raimondi, Director of ERS/RAC informed on his Centre effort in seeking external sources for funding, in compliance with the

recommendation adopted by the Contracting Parties. In particular he referred to the draft proposal for a regional project on "environmental Planning on Mediterranean marine coastal environment supported by advanced information tools", for which he was setting up a partnership including Egypt, Malta, Tunisia, Lebanon, after consultation with and information to MEDU. Contacts with EC were also in progress for properly submitting the proposal to MEDA. He also confirmed that a bilateral project proposal based on the use of remote sensing was being prepared with Egypt - as a follow up of activities of his Centre in the Fuka-Matrouh CAMP and in the FORUM initiative in Egypt - for submission to EC for funding.

16. On this issue, the Coordinator stressed the importance of agreeing on a unified MAP strategy towards requesting funds from MEDA. The strategy should coordinate MED Unit and RAC efforts in this regard, taking into consideration MAP priorities as approved by the Contracting Parties and the specific mandate of each RAC Centre and Programme. He emphasized that nobody can amend his mandate without the approval of the Contracting Parties. We should avoid giving a confused image of MAP and we have to connect funds with priorities approved by the Contracting Parties. He emphasized that he will not allow for any RAC or Programme within MAP umbrella to break this important rule and if the situation necessitates, he can go to the Bureau of the Contracting Parties for clean instructions. Moreover, he pointed out that a unified approach would sustain and strengthen the credibility of MAP towards the potential partners.
17. The Director of PAP/RAC stressed the importance of agreeing on a unified strategy towards requesting funds from EU/MEDA.
18. After the Coordinator's statement, a long discussion followed. The Coordinator decided that the ERS/RAC regional project will not be submitted in the form as it was presented in the document distributed during the meeting, because it was not in line with the mandate of ERS/RAC, but it should be re-examined and re-formulated by ERS/RAC and BP/RAC and be submitted to MAP Coordinator as a joint project for final clearance before submission to MEDA for funding. With regard to the ERS/RAC national project for Egypt, the Coordinator gave his clearance to ERS/RAC for its finalization within the framework of ERS/RAC mandate and submission to EC for funding.
19. The Director of the BP/RAC stated that the mandate of his Centre was very clear. It mainly deals with the observatory and the state of the environment and development in the Mediterranean region. However, there was lack of financial resources needed to tackle these issues, and therefore, the need for outside funding was required.

Agenda item 5: Any other matter

20. Mr. A. Hoballah, Deputy Coordinator informed the meeting that each RAC Centre should inform MEDU if it needs to rephrase any funds from 1997 budget and to send urgently a request with justified reasons in order to arrange for an extension of the project document. Concerning 1998 budget, he informed the

meeting that contributions, especially from the main contributors have not been received yet. Therefore, no action will be taken until funds are received. Priority should also be given for the implementation of the most urgent activities.

21. Mr. I. Dharat pointed out of the need to finalize the Fuka-Matrouh and Sfax CAMP projects in order to convene their respective final presentation conferences as soon as possible. Otherwise, the 1997 funds rephased to 1998 for this purpose might be lost. Therefore, he requested responsible Centres, PAP/RAC and SPA/RAC respectively, to provide MEDU with a justified reasons for the postponement of the two presentation conferences from the first half of 1998 as was planned, to the second half of 1998.
22. The Coordinator referred to the issue of the recruitment of the Deputy Directors of PAP/RAC and BP/RAC and urged the Directors of the two Centres to speed-up the recruitment process which should be in line with the decisions of the Contracting Parties (open competition, languages, experience etc).

Agenda item 6: Closure of the meeting

23. The Coordinator thanked all participants for their contributions and declared the meeting closed at 18.30 hrs on Monday 1 June 1998.

ANNEX I

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ANNEX II

COASTAL AREA MANAGEMENT PROGRAMME: THE PRESENT AND POTENTIALS FOR THE FUTURE

by
Ivica Trumbic
Director PAP/RAC

1 Introduction

Coastal Area Management Programmes (CAMPs), initially named Country Pilot Projects (CPPs), have been implemented for more than a decade already. At the beginning, it was the activity almost exclusively carried out by the Priority Actions Programme (PAP), with a minor participation of other MAP centres. In 1989, when the Conference of the Contracting Parties adopted those projects as MAP projects, and re-named them CAMPs, other MAP centres have been involved in their implementation to a larger extent. However, PAP/RAC continued to play a leading role in CAMPs' implementation, with almost 50% of the activities implemented and financial resources needed engaged in each of the CAMPs.

Since the character, general contents and implementation principles of CAMPs have been discussed on numerous occasions, there is no reason to discuss them again in this paper. It can be concluded that this activity of the Mediterranean Action Plan (MAP) is one of the most exposed, but also one of the most controversial activities in the history of MAP. It has been strongly endorsed, and, at the same time, rejected to a certain extent, as unnecessary in the framework of the overall MAP activities. It was endorsed by the countries in which CAMPs were implemented, generating also requirements of other countries for the implementation of similar activities in their respective territories. The arguments of those which have not been supporting CAMPs were that MAP is an intergovernmental organisation whose activities should correspond to its regional global character. They have also considered that the results achieved by CAMPs were insufficient in comparison with financial resources employed.

A real evaluation of CAMPs has never been made. The first attempt in that direction was made through the "Assessment of Integrated Coastal Area Management Initiatives in the Mediterranean: Experiences from METAP and MAP (1988-1996)", which was financed by METAP. A part of the study was dedicated to CAMPs. Lessons learned were outlined from their implementation, and the recommendations for their future development were formulated. Naturally, there has been some drawbacks which have affected the results of the study. The indicators for monitoring the implementation of CAMPs were not used. It must be said that clearly defined evaluation methodologies for programmes, plans and projects in environmental management, particularly in Integrated Coastal Area Management (ICAM), do not exist yet. It is possible to use classical indicators for the monitoring of projects' realisation, but, they certainly do not correspond completely to the needs of ICAM projects' implementation. However, the results of the study can be considered as a positive step forward, and can be used as a starting point for defining MAP CAMP activities in the future.

The purpose of this paper is neither to evaluate the hitherto realisation of CAMPs nor to give answers to all questions related to their future development. The intention is to give as many elements as possible, which will help a realistic and rational decision making in MAP concerning the future of CAMPs. Also, the paper could provide an example how to evaluate and make decisions related to other MAP activities.

2 Some indicators of the hitherto implementation of CAMPs

It should be pointed out that CAMPs were generated as a result of the re-orientation of MAP to integrated planning and management of coastal areas in the Mediterranean.

simultaneously with the beginning of the realisation of the methodological approach to this issue through BP/RAC activities, at the global Mediterranean level, and through PAP/RAC activities, at the local level. We think that this decision was wise for several reasons.

First, it enabled the MAP approach to the protection of the Mediterranean Sea be brought up to date and a part of the similar world considerations in the eighties. It contributed considerably to the world-wide affirmation of MAP, and particularly of these two RACs. Second, the countries accepted CAMPs, because through their implementation, MAP activities made a step closer towards the understanding and resolution of environmental problems. CAMPs were attractive, because they enabled direct engagement of local and national experts, and created opportunities for problems resolution the effects of which were made visible. Third, CAMPs gave the opportunity for direct verification of regional environmental guidelines at the local level, i.e. the level where they should produce their final effects. In an ideal case, CAMPs were to serve as an instrument for the achievement of a better efficiency in finding solutions of environmental problems in a region. Fourth, CAMPs have been launched and implemented in the time when all international organisations and institutions set as their high priority to act also in concrete situations, either as their exclusive activity or, such as in the case of MAP, as its complementary activity. Finally, the establishment of the Mediterranean Commission for Sustainable Development (MCSD) and the adoption of the MEDAgenda 21, resulted in a new re-orientation of MAP. MAP Terms of Reference were revised, and the importance of the coastal area, and its planning and management became particularly prominent within the overall MAP activities. The local action became a basic vehicle in the realisation of a sustainable development concept in coastal areas of the Mediterranean, enabling CAMPs, now up-dated and streamlined, to play a key-role and to contribute even more to the raising of the MAP reputation.

CAMPs launched in Syria, Greece, Turkey and Croatia have been realised since now; CAMPs in Albania, Egypt, Tunis and Israel are either in the final phase or in the phase of their full implementation; preparatory activities for CAMPs in Malta, Morocco and Algeria are under way. Decisions have been made for the implementation of CAMPs in Lebanon and Slovenia. Some countries, such as Italy and Cyprus, expressed, although informally, their interest for the implementation of CAMPs. CAMPs have been (are or will be) implemented in almost all the countries – Contracting Parties to the Barcelona Convention. Also, it became common to use the word "generation" in relation to CAMPs. It is often said that three CAMP "generations" have been (or are planned to be) implemented. We think that this term has been wrongly used. Namely, the word "generation" is used to indicate a change as a basic characteristic. Every new "generation" should make an almost paradigmatic shift in the comprehension of basic elements. However, it has not been the case with CAMPs. CAMPs have been implemented more or less successfully, with bigger or smaller resources, faster or slower, more or less comprehensively, and including larger or smaller number of activities, but, the approach to each of the hitherto implemented CAMPs was essentially always the same. Therefore, the term: CAMP "generations", should not be used. In relation to this, the basic question is: What should be done when the implementation of CAMPs have been completed in all the countries – Contracting Parties to the Barcelona Convention, or in the interested countries? Should the implementation of CAMPs be given up regardless of the interest that might be present? In that context, it would be more appropriate to use the word "cycle" instead of the word "generation" in relation to CAMPs' implementation. So, we could say that the first cycle of CAMPs' implementation is still under way.

All the hitherto discussions on CAMPs and their evaluation, including this paper too, could be considered as a contribution to the efforts employed towards making a paradigmatic shift in the definition, preparation, organisation, financing, implementation and evaluation of CAMPs. Only thereafter, the "second generation" of CAMPs could eventually be discussed, because it would be an activity conceived in a completely different way, but always remaining

the local-level activity implemented in the realisation of a concept of sustainable development of coastal areas in the Mediterranean. More precisely, such an activity would be very concrete and practical in contrast to a more abstract and practically less implementable regional-level proposals.

Agreements prepared for the implementation of all the hitherto CAMPs did not incorporate indicators for the monitoring of the CAMPs' efficiency. In order to analyse CAMPs, we shall try to use some indicators which could be derived from the data contained in various MAP documents. We hope that this analysis would help define the role of CAMPs' position within MAP activities during the last decade.

Financial indicators. The status of CAMPs within MAP is presented perhaps in the best way by these indicators. The Figure 1 presents a comparison between totally approved resources for the budget of MAP, and a budget share for CAMPs. While the MAP budget shows a steady growth, a part of the budget approved for CAMPs, particularly in 1999, indicates that this activity will experience a real collapse. In the meantime, during the period from 1990 until today, a part of the budget allocated for CAMPs at first increased, and then decreased. CAMPs experienced their "golden period" from 1994-95, when the share in the totally approved MAP budget was the biggest, namely, 8,68 (8,69)%. However, the actual situation in this period was essentially different. Unfortunately, the only data we disposed of to prove it were the indicators which can be applied only to PAP. Regardless of that fact, the results obtained can be considered significant for the whole MAP, because of the importance of PAP's share in the realisation of CAMPs. As we all well know, the years from 1992 to 1995 were "lean" years for MAP, when its budget was realised with approx. 50%. As it can be seen from the Figure 2, the really allocated and spent resources for CAMPs in the budget of PAP in that period were also only about 50% of the resources approved, which corresponds to the global situation in MAP. This indicates that CAMPs have never been given enough "space" to develop their activities to a full extent, as it was initially planned and expected by recipient countries. The consequence of such situation is: Did MAP succeed in making an image of a credible partner in CAMPs realisation, particularly in the competition with other, considerably more economical financing sources?

Activity indicators. The Table 1 presents an overview of a number of planned activities related to those CAMPs for which Agreements on implementation have been signed between MAP and the relevant governments. PAP, as a rule, participates with about 50% of the activities to be implemented, and all other centres, and MEDPOL and MEDU, with the rest. A corresponding number of exterior institutions and financing sources have been added accordingly. An overview of other financing sources and planned amounts of money including those outside of the MAP budget, is presented in the Table 2. These outside sources are various international organisations and institutions, as well as national sources (mainly represented in "in-kind" form). According to liberal estimates, an average of 50-70% of the planned activities have been realised within CAMPs. During the last years and in the second CAMPs' group, this percentage is considerably higher, and almost all the activities have been realised.

It is evident that CAMPs were not prepared as "projects". Feasibility study and Inception report, as documents which could replace the role of Agreements in the future, are lacking. They should precisely establish what has to be done on the basis of actual needs, and not, as was the case, always replicate a scheme whose aim was to satisfy the wishes of all centres. It is clear that too much attention was given to the fact that all the centres should have "a piece of the cake" in the implementation of CAMP activities. Financial resources were thus considerably "dispersed", and made too fragmented for all the activities. Also, some centres were not always keen on the realisation of their part of the programme. As a result, this made a bad impression, because the programme was not realised in full, and, at the same time, a

part of financial resources remained unspent as they were not transferred from the budget of "non-interested" centres into the budget of those more interested in the realisation of the programme. To sum up, the proper management system was not inaugurated in MAP, which should be like those implemented in managing projects in other international institutions and organisations similar to MAP.

Capacity building indicators. This is considered to be one of the basic elements in CAMPs' implementation. The fact is that a large number of training courses was organised, in which many national and local experts took part. In many cases, a great progress was made in raising the level of experts' knowledge and capabilities. Even more important is that experts were encouraged to cope with problems and to develop their communication capabilities. To that end, however, "precise" indicators and methods for a professional evaluation of the level of increased knowledge, were not used. It should be pointed out that CAMPs offered the opportunity for the education of local and national experts through a practical and joint work with international experts. However, that opportunity has not always been adequately used. There are certain prerequisites which should be fulfilled for "on-the-job" training, such as: communicative international experts; the previously taken decision that the final professional result of the activity might not be at the highest level, because education will be given higher priority; continuity of action (without longer interruptions); and relatively short duration of activities (so as not to lose "momentum"). The first two requirements were mainly fulfilled in most of the CAMPs, while the remaining two were fulfilled to a lesser degree, in a large part due to lack of a continuity in financing of the activities. Another shortcoming is that the contribution of the local counterpart was exclusively expressed in "in-kind" form, preventing in that way the creation of an adequate degree of commitment from national and local authorities to the projects' implementation. It can be concluded that capacity building is one of more successful CAMP results, although it can not be proved by exact indicators. However, discontinuity in financing and too long implementation of CAMPs prevented from obtaining even better results.

Performance indicators. One of the most frequent and most controversial questions raised in the sphere of environmental management is the following: To what degree particular intervention has contributed to the improvement of the state of environment, and what are the indicators to show that improvement, if any? Some of the obstacles to its successful resolution are explained herebelow.

First, there is a certain "inertia" in the ecosystems. In distinction from pollution process, which is characterised by a relatively quick deterioration rate of ecosystem state, the rehabilitation process of the ecosystem develops relatively slowly, so that the improvements can not be seen easily. The same happens even in the case when relatively considerable resources are invested in the improvement of their state. Second, if the interventions towards the improvement of the ecosystem are not performed in full, then the state of the environment improve and become worse. This "transfer" of the problem is occasionally used for political purposes, in the cases when the intention exists to transfer pollution problem from the site of a high "visibility" to sites and locations where it will be lesser visible, either physically, socially, or politically. And third, in the absence of action's continuity, caused by lacking of financial resources, temporary improvements of the state of the environment could soon disappear (due to the temporary interruption of the activity) often making those modest resources invested thrown away. It means that in the case of smaller resources available, they should be concentrated in time and space.

Such a direct relationship between investments and their effects on the state of the environment, has never been established. However, we must say that neither CAMPs nor even MAP set the establishment of this relationship as one of their priority goals. Because of that, all those asking for direct answers to the questions related to what degree MAP and CAMP

activities contributed to the improvement of the ecosystem state, are wrong. The understanding that: (1) the rehabilitation of the ecosystem state is a long-term process; (2) that there is a certain time-lag between invested resources and the improvement of the ecosystem state; and that there is a need for large financial resources to create an effective improvement of the present state, required the re-orientation of MAP and CAMP in other direction. This, in the first place, is to be the catalysts of various efforts. In this respect, some positive examples should be pointed out, such as: CAMPs in Albania, Greece and, particularly, in Croatia (the activity initiated by MAP and PAP has been brought to its culmination through signing of an agreement on loans granted by the World Bank and the European Bank for Reconstruction and Development for the construction of the sewage system). To a smaller extent, those are CAMPs implemented in Syria and Turkey. However, more could have been done, particularly regarding the direct involvement of stakeholders in the process of ICAM implementation, the preparation of demo-projects, education, public awareness, etc. We think that a catalytic role of CAMPs has never been emphasised enough, and that the organisational structure of MAP and CAMPs has not been adapted accordingly.

3 MAP/METAP Evaluation

In addition to the above considerations, let us present some results of the MAP/METAP evaluation which has been carried out in 1997. The opinion of the expert group which made the evaluation has been presented in relation to three dimensions of the overall CAMP programmes: performance, integration and sustainability. In the text that follows, we present only the most important moments, and for more details, the before mentioned MAP/METAP assessment report should be consulted.

Performance. Since 1988 MAP has started 7 CAMP projects. Until now, four have been completed (Croatia, Syria, Turkey, Greece) while three are on-going (Egypt, Tunisia, Albania). In this analysis, all of them have been identified first as projects, for four of them the questionnaires have been received (Albania, Turkey, Greece, Syria), and only three of them have been analysed as case studies (Albania, Greece, Turkey). MAP CAMP projects had a significant impact on the region and the benefits would outweigh the costs by several factors (the average cost of the projects analysed is about US\$ 240,000). No benefits-cost study is needed to justify this statement. These benefits are particularly significant in low income countries such as Albania. The projects, as well as the whole initiative, are more successful in their catalytic role and with regard to the objectives stated in paragraph 29 of this report (these objectives were applied to all CAMPs). But the camp case studies have been assessed as partially successful with regard to the fulfilment of their objectives. On average, only about 50-70 % of the activities have been implemented. The best situation was in Syria, but the number of activities there was not large, while in Albania (with the activities envisaged) the number of completed activities was rather low. The problem could be in the fact that feasibility studies are not envisaged, and financial sources (either MAP, host government's or other) very often are not secured in advance of programme implementation. In spite of the fact that the programmes are sometimes lacking external support, the overall impacts of the programme itself is surprisingly good, particularly in increased institutional capacity. It is the general judgement, that the capacity of local experts involved has increased significantly as a result of training and other educational activities (particularly in Greece, Spain and Albania). The influence made on the decision makers is also quite significant. However, it was difficult to quantify outcomes because not enough time has lapsed since the implementation of the projects' proposals.

Integration. Because of the way CAMPs are being developed and carried out, the sectoral integration is not rated as very high. Generally, there is little coordination among various components of MAP involved in CAMP implementation except, partially, when integrated planning studies or plans for the areas are being prepared (in Albania, Syria and Turkey).

Integration of environmental concerns in the overall thinking about the developmental problems in the areas concerned is present. This was the case in scenario exercises (such as in CAMP Rhodes), or when ICAM programmes were prepared (CAMP Albania). Governance level and participation of all the actors in the areas where CAMPs are being implemented is judged as medium (Greece) to low (Albania and Turkey). Not enough efforts have been employed to involve all the stakeholders, particularly NGOs or the general public. It is true, however, that the countries' legal or administrative contexts are not ready yet to allow for a better public participation. These governance contexts are not always favourable towards the inclusion of the wider public in environmental management. Also, financial resources are not ample enough to allow for thorough implementation of this aspect.

Sustainability. CAMP projects' longer term sustainability is not secure enough. Although pledged, there has been no evidence that the actual financial resources have been secured for the follow-up proposals. Only where there was an investment project envisaged, have activities continued (Rhodes and Kastela Bay, with EIB and EBRD/WB projects on water treatment). Sufficient institutional and political support exists, but since the necessary domestic financial support has not materialised the overall rate in most of the projects could not be more than medium. This is one of the biggest problems of the CAMP initiative. Even if good results in preparing the proposals are achieved, they are left hanging in the air because of low financial sustainability.

4 Proposal for the future

The Conference of the Contracting Parties to the Barcelona Convention, held in Barcelona in 1995, adopted several documents which clearly underlined the importance of local initiatives in the management of Mediterranean coastal areas. The document referring to MAP Phase II once again confirmed the importance of ICAM as a key-tool in seeking solutions for sustainable developments, and called the substantial, regional, provincial, and local authorities to take active part in the formulation and implementation of activities of MAP for sustainable development in their respective coastal areas. In defining priority fields of activity for the environment in the Mediterranean basin for the period 1996-2005, the formulation and implementation of coastal area management programmes, especially in pilot areas (the task equal to the one of CAMPs) were accorded additional importance. This allows one to conclude that the basis for the continuation of CAMPs in the Mediterranean is set.

In addition to the above, MAP/METAP assessment gives recommendations for CAMPs to be continued, with special reference to be accorded to the following:

- Local level programmes (CAMPs) should be more focused on sustainable development and potential end-users should be involved early in the coastal management process. ICAM should become a standard approach in achieving the sustainable development and management of the coastal regions. In applying ICAM particular emphasis should be given to coordination among different sectors and levels of administration.
- Design and development of CAMPs should be encouraged and strengthened. Projects should be preceded by the feasibility study. In the development of new CAMPs particular emphasis should be given to intersectoral cooperation, coordination between national and local levels, and to capacity building. Particular attention should be given to the realistic planning of CAMPs, and to proposing a viable number of activities to be implemented.
- Countries which have already developed CAMPs should be encouraged to utilize accumulated knowledge and to replicate the approach in other localities and regions within their territories. Within this activity, a maximum of national resources should be mobilized. Also, direct exchange of experience and know-how between CAMPs should be

encouraged and assisted. Possibility of publishing a CAMP newsletter as well as opening a www site should be examined.

- Contracting Parties should encourage wider involvement and participation of private sector and general public in the development and implementation of CAMPs.
- Link CAMP activities with those of METAP as well as with other international programmes in the region in order to increase sustainability of the effort, expand scope and increase cumulative impact of related interventions.

Through CAMP projects, MAP has an advantage of carrying out the activities at the local level. These activities should be fuelled by the need to test certain solutions, measures, policies and instruments at the local level, for which there is an adequate expertise within the MAP structure. The Mediterranean region is so rich in diversity that MAP involvement in resolving environmental problems and proposing solutions to sustainable development issues at the local level, and in an interesting mix of various types of coastal areas, and different development/environmental situations should be pursued at any moment. If that is so, then we have an irreplaceable and priceless form of testing the answers at the local level, to the questions for which MAP is primarily responsible at the regional level. The responses and signals received at the local level could be, in turn, utilized for adjusting regional policies. What we are talking about here is the need to apply simultaneously both the "top-down" and "bottom-up" approach to the implementation of MAP activities. In a nutshell, MAP Coastal Area Management Programmes are those which should respond to that challenge in the Mediterranean, together with the EU, the World Bank, EIB, EBRD, as well as many other institutions and organisations. We have to say that a large number of locally initiated coastal area planning and management programmes and projects are in progress in other parts of the world, too.

In addition to the above, herebelow are presented some proposals which could help CAMP activities be carried out more successfully in the future:

- (a) Secure more stable financing. If the funds needed for the overall financing of CAMPs are not available in the MAP budget to an extent as it was the case since now, then MAP funds should be used as seed funds for financing of initial activities and of the international input. Coordinating unit and RACs should, as their coordinated action, secure funds from other sources. Special effort should be employed by MEDU to secure national resources as a prerequisite for the endorsement of CAMP. Those resources should be in the form of "cash", and the guarantees for their utilization should be presented before signing of an Agreement on CAMP's implementation.
- (b) Duration of CAMPs should be shorter. Maximum of efforts should be employed in order that CAMP's duration is not longer than 4 years, i.e. it should not exceed two budget periods.
- (c) A number of activities should be reduced. MAP resources should be concentrated to a smaller number of activities. Not all the RACs should be involved in the implementation of CAMPs. The decision on the number of activities implemented should be made jointly by national authorities and responsible persons in MAP authorised for CAMP's implementation.
- (d) Preparatory activities should be improved. After the implementation of CAMPs has been proposed by the Contracting Parties, a Feasibility study will be prepared, but, before the decision on CAMP's implementation has been taken. If the Feasibility study proved the CAMP to be purposeful, the Terms of Reference for CAMPs would be prepared, and the Contracting Parties would make decision on CAMP's implementation. An Agreement on implementation would be signed on the basis of the above Terms of Reference. The Agreement should be in the form of a contract, and very short. Only thereafter, an

Inception Report could be made as the first phase of the CAMP. This document would elaborate all the activities in detail (similar to the procedure elaborated in Agreements). It should contain precisely elaborated financial indicators (above only generally established by the Terms of Reference and Agreement), and a list of clearly defined performance indicators for the project itself, and to monitor improvement of environmental systems. It is important that in CAMP's implementation, instructions provided in the Inception report are strictly followed.

- (e) Project Management Procedure. CAMPs should be realised following the project management system. Inception Report should explain in detail tasks and give deadlines for their realisation. This objective could be fulfilled only if the more stable financing system is secured.
- (f) Demo-projects should be implemented. The implementation of demo-projects should be envisaged in the framework of particular CAMP's activities. These small projects should be homogeneous activity units, which would help local stakeholders see how particular proposals function in the practice.
- (g) The possibility of entering the second cycle of CAMPs should be envisaged. After the current generation/cycle of CAMPs has been realised, this activity should be continued. The implementation of CAMPs could be repeated in particular countries if the proposals be innovative and related to developmental/environmental situations, which have not yet been confronted in CAMPs.
- (h) The possibility of follow-up activities should be envisaged. One of the future CAMP's activities could be related to follow-up activities in those areas where CAMP's implementation has already been completed. This could be realised only in the case when those follow-up activities have been estimated to contribute to a better affirmation of CAMPs, and when there is a real possibility for the realisation of some proposals made during the implementation of CAMPs.
- (i) NGOs and other members of the civil society should be involved. In the history of CAMPs' implementation, MAP has been too tied to the existing administrative structure of the host country. In the future, much more attention should be attributed to the involvement of NGOs and other stakeholders as local counterpart structures in the implementation of CAMPs.

Figure 1: TOTAL MAP BUDGET AND TOTAL MAP CAMPS BUDGET 1990-1999

	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	Index 99/90
TOTAL MAP BUDGET (mil US\$)	5,45	5,70	6,27	6,90	6,28	6,39	6,75	6,77	6,46	6,35	116,51
MAP CAMPS BUDGET (000 US\$)	312	318	432	432	545	555	500	446	355	176	56,41
% CAMPS in total budget	5,72%	5,58%	6,89%	6,26%	8,68%	8,69%	7,41%	6,59%	5,50%	2,77%	

Total MAP budget and total MAP CAMPS budget 1990-1999

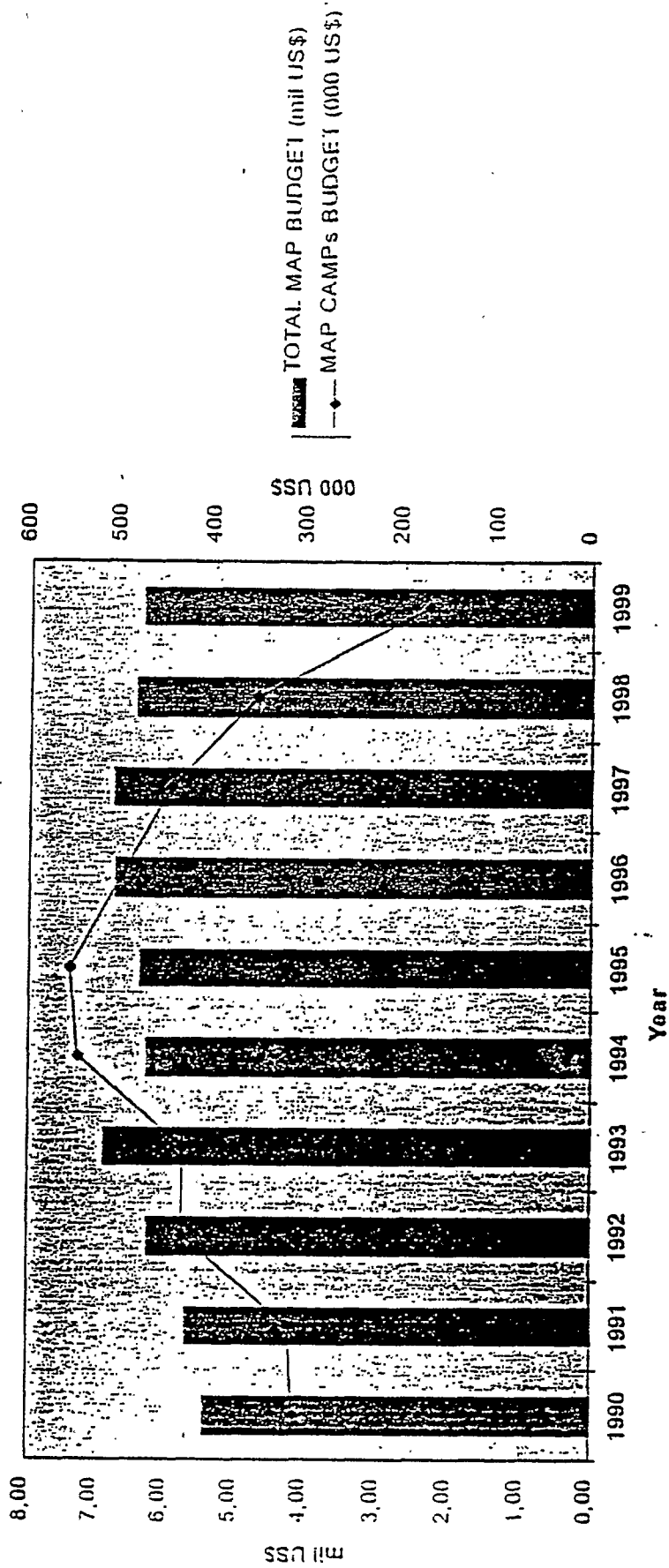


Figure 2: PAP/RAC CAMPS BUDGET APPROVED AND CAMPS EXPENDITURES 1990-1997

	1990	1991	1992	1993	1994	1995	1996	1997
PAP/RAC CAMPs budget approved	150	150	204	204	229	229	185	228
PAP/RAC CAMPs budget allocated	150	125	153	93	108	244	178	228
% allocated in total	100,00%	83,33%	75,00%	45,59%	47,16%	106,55%	96,22%	100,00%
PAP/RAC CAMPs expenditures	150	125	103	86	89	106	184	237
% expended in allocated	100,00%	100,00%	67,32%	92,47%	82,41%	43,44%	103,37%	103,95%

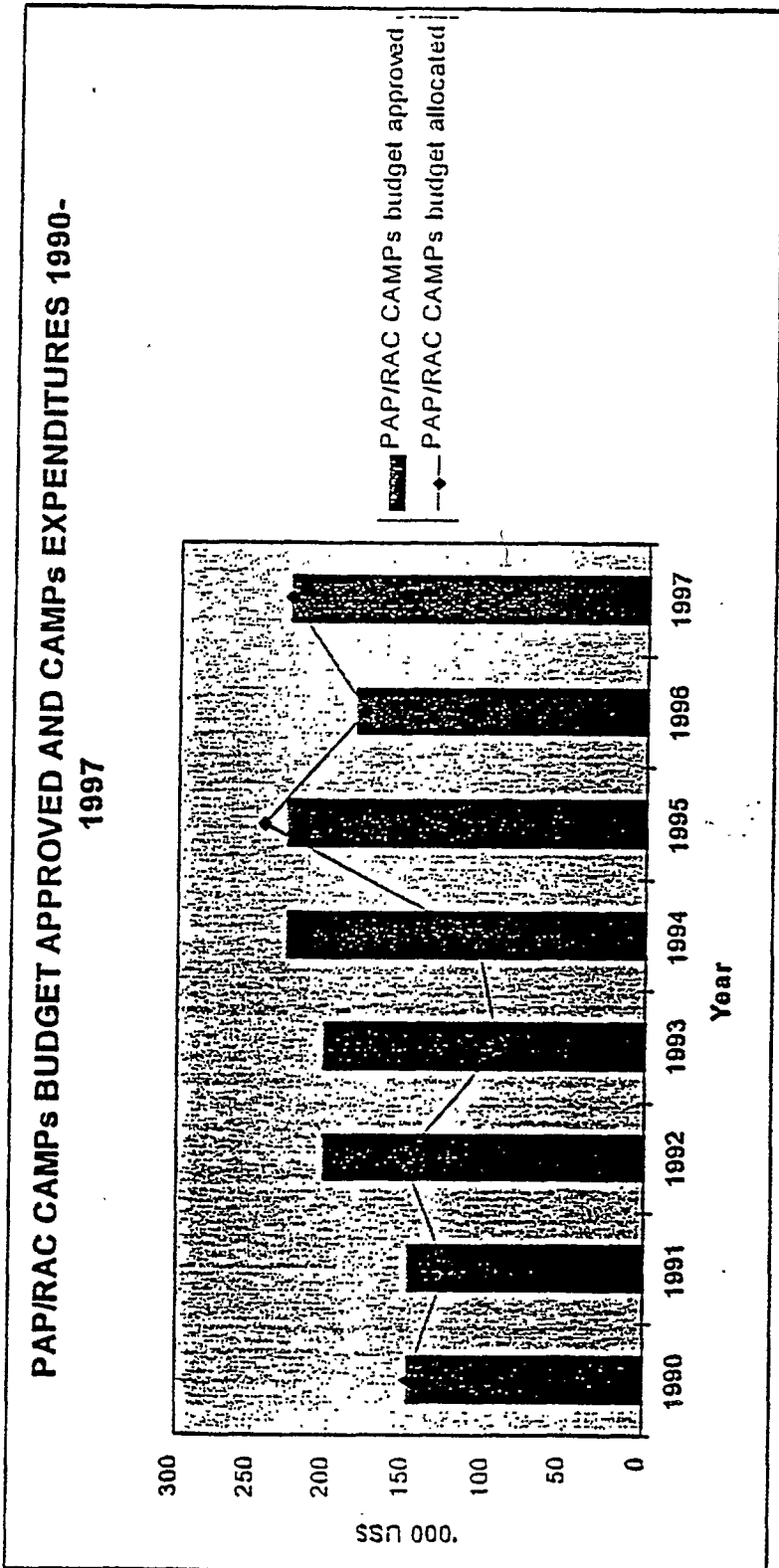


Table 1: IMPLEMENTATION OF ACTIVITIES IN CAMPS BY RACs (number of activities implemented)*

	MEDU	MEDPOL	BP/RAC	PAP/RAC	REMEPC	SPA/RAC	APM	ERS/RAC	TOTAL
CAMP Rhodes	1	3	1	6	1		1		13
CAMP Izmir	1	3	1	6	1	1			13
CAMP Syria		2	1	3	1	1			8
CAMP Kastela		2	1	7	1	1			12
CAMP Fuka-Matrouh	2	3	1	7	1	1	1		16
CAMP Albania	4	3	1	5	1	1	1		16
CAMP Sfax		3	1	3	1	1	1		10
CAMP Israel	1	3	6	10		1		1	22
TOTAL	9	22	13	47	7	7	.4	1	110

* Total number of activities may be higher than absolute number of activities contained in CAMPs' agreements, due to co-operative work of RACs in some activities.

Table 2: ENVISAGED FUNDING OF MAP CAMPS (000 US\$)

	MAP	UNEP	EIB	WB	Other institutions	National counterpart	TOTAL
CAMP Rhodes	233	35	449	0	0	884	1,601
- cash	228	28	435	-	-	-	691
- kind	5	7	14	-	-	884	910
CAMP Izmir	216	7	0	325	0	404	952
- cash	216	7	-	325	-	143	691
- kind	-	-	-	-	-	261	261
CAMP Syria	191	46	0	0	0	550	787
- cash	191	26	-	-	-	-	217
- kind	-	20	-	-	-	550	570
CAMP Kastela	145	45	0	108	35	252	585
- cash	128	12	-	108	-	205	453
- kind	17	33	-	-	35	47	132
CAMP Fuka-Matrouh	485	10	20	40	45	660	1,260
- cash	465	10	20	40	45	-	580
- kind	20	-	-	-	-	660	680
CAMP Albania	592	0	0	0	1,891	377	2,860
- cash	582	-	-	-	1,791	-	2,373
- kind	10	-	-	-	100	377	487
CAMP Sfax	430	0	0	0	0	375	805
- cash	430	-	-	-	-	5	435
- kind	-	-	-	-	-	370	370
CAMP Israel	275	0	0	0	0	485	760
- cash	275	-	-	-	-	100	375
- kind	-	-	-	-	-	385	385
TOTAL	2,567	143	469	473	1,971	3,987	9,610

ANNEX III

**MEDITERRANEAN ACTION PLAN
COASTAL AREAS MANAGEMENT PROGRAMME (CAMP)****Proposal for the design, preparation and implementation
of future CAMP projects****GENERAL OBJECTIVES OF CAMPs****1. The general objectives of CAMPs are:**

- The overall objectives are to protect and rationally utilize the coastal resources over a relatively long period of time, determine and recommend an appropriate management measures with a view to resolving existing environmental conflicts and establishing optimum paths for sustainable development, taking into consideration all social, political and economic factors of the Mediterranean region;
- The long-term objectives are to assist the Countries to develop the selected coastal area in harmony with the receptive capacity of the environment and to create conditions for the establishment of a system of integrated planning and management of resources in the area;
- The short-time objectives are to offer, within the individual activities, solutions to urgent environmental and sustainable development problems which could be implemented immediately. In the elaboration of these solutions, particular attention will be paid to the strategic objectives of the project.

2. On the basis of the a/m general objectives of the CAMP projects, the following concrete steps for the design, preparation and implementation of a CAMP project are proposed:**A. Content and specific objectives and outputs of a CAMP project**

1. All CAMPs should be preceded by the preparation of a feasibility study (guidelines to be established including CAMP project cycle description and identification of actors), followed by an inception report;
2. As MAP cannot finance CAMP projects by itself, the potential partners should be involved from the beginning of the project. Donor meetings would be organized as early as possible.

3. A viable and limited number of integrated activities to be more focused on sustainable development (with financial aspects, timetables of implementation and responsible institutions), taking into consideration the general objectives of CAMPs. Intersectoral cooperation is also to be stressed. Avoid old checklist procedure ;
4. Activities selected jointly by MAP and the host country should be more realistic and better planned, in order to ensure their implementation. (The MAP/METAP study shows that only 50 to 70% of activities of completed CAMP projects were implemented);
5. Integrated Coastal Area Management (ICAM) should become a standard approach in achieving sustainable development and proper management of coastal regions;
6. All CAMP projects should end with a concrete proposal for an environmental input and of an Integrated Planning and Management System for the selected area, combined with specific recommendations for policy making and managerial decisions (including the identification of areas for investments and preliminary contacts with potential funding agencies) to be officially presented with the other outputs of the project, to the host country in a final presentation conference. Project brief on specific activities is to be prepared for presentation to potential donors for funding.

B. Management of the project

1. The host country should identify national institutions and personnel and designate a general national Coordinator for the respective CAMP;
2. Each activity should have an identified activity liaison both from the side of the country and from the side of MAP;
3. The CAMP Coordinator from MAP together with the national Coordinator and liaisons for each activity shall constitute the Coordination Board of the respective CAMP. Regular meetings of the Coordination Board should be organised at least once a year, with regular progress reports to be prepared;
4. An Agreement should be formally signed by the host country and by the MAP Coordinator and in conjunction with this signature, a first meeting of the Coordination Board should be held at the location of the CAMP;
5. Following the signature of the Agreement, an inception report containing all activities to be carried out with their timetable, financial aspects, various actors, etc, is to be prepared;

6. In order to avoid delays, a project document could be prepared for each CAMP project;
7. The duration of each CAMP should not exceed three to four years;
8. MAP activities should be more closely coordinated as much as possible, joint missions to be undertaken. Coordination between MAP components, including relevant RACs, should be ensured by MAP/ CAMP Coordinator;
9. Identification of institutional and technical actors with clear respective responsibilities;
10. International and national consultants, where necessary, should be selected on relevant expertise and clearly defined Terms of Reference;
11. A Manual on the CAMP exercise should be prepared, utilizing the contents of the present paper as the Terms of Reference for preparing such Manual.

C. Responsibilities of the Host Country and MAP

1. The host country should respect its counterpart commitments (in cash and in kind) enlisted in the project Agreement, including its political commitment to the preparation, implementation and coordination of the project and the mobilization of resources domestically.
2. The financial resources allocated for the CAMP projects from MAP and from host countries should be greatly increased and the financial sustainability should be secured;
3. MAP should respect its commitments to coordinate, finance and manage the CAMP projects in accordance with the decisions of the Contracting Parties. MAP should avoid delays in the implementation of the programme and respect timetable and deadlines agreed upon. Regular progress reports should be prepared.

D. Follow-up

1. The follow-up issue of a CAMP project should be integrated at the outset of any CAMP project in order to predict the necessary financial resources for future investment projects.
2. Representatives of relevant NGOs and the civil society as well as the private sector should be involved in order to strengthen the outside support to the CAMP projects;

3. Multidisciplinary teams to be set up (MAP, countries and potential partners), to review closed and ongoing CAMP projects for any follow-up activities; A meeting is to be held every two years to review the status of each CAMP.

E. Monitoring and evaluation

1. A monitoring and evaluation mechanism should be introduced from the beginning; relevant indicators to be identified;
2. More linkage of MAP/CAMP projects with those projects implemented by METAP, EC/DGXI and other partners in order to increase sustainability of the efforts, expand scope and increase cumulative impact of other related interventions.

F. Information

1. A campaign of information, public awareness and wider dissemination of the project results should be prepared for the CAMP projects; the possibility of publishing a CAMP Newsletter should be explored; however, a two-page text on CAMP to be integrated within each issue of MEDWAVES would be more practical and less costly.

References:

1. MAP Phase II
2. Reports of meetings of Contracting Parties
3. Reports of meetings of MEDU and RAC Directors
4. Assessment of Integrated Coastal Areas Management: (MAP/METAP)
5. Coastal Areas Management Programme: The present and potentials for the future (I. Trumbic)
6. Coastal Areas Management Programme: proposals for the design, preparation and implementation of future CAMP projects (I. Dharat)