



UNITED NATIONS ENVIRONMENT PROGRAMME
MEDITERRANEAN ACTION PLAN



Reducing Pollution from Land



MEDPOL
MED POL PROGRAMME

GEF
MEDITERRANEAN GEF PROJECT

TOWARDS SUSTAINABLE DEVELOPMENT IN THE MEDITERRANEAN REGION

The **Mediterranean Action Plan (MAP)**, born in 1975, is the spearhead of the UNEP Regional Seas Programme. It is an effort involving 20 countries bordering the Mediterranean sea as well as the European Community. Through the MAP, they are determined to meet the challenges of environmental degradation in the sea, coastal areas and inland and to link sustainable resource management with development, in order to protect the Mediterranean region and contribute to an improved quality of life.

The **Programme for the Assessment and Control of Marine Pollution (MED POL)** is the scientific and technical component of the Mediterranean Action Plan. It assists the countries to implement programmes and measures to assess and eliminate marine pollution. The MED POL Programme is in charge of the following-up of the implementation of the Land-based sources Protocol, the Dumping Protocol and the Hazardous Wastes Protocol. It is also in charge of the follow-up of the process of implementing the Strategic Action Programme (SAP) targeted at addressing pollution from land-based sources.

The **Strategic Action Programme (SAP) to Address Pollution from Land-based Activities** is a programme that identifies the main environmental land-based problems of the region, lists and costs the related remedial measures and establishes deadlines for their implementation. The Mediterranean countries formally adopted it in 1997.

The **Mediterranean GEF Project** is the contribution of the Global Environment Facility to the long-term implementation of the objectives of the SAP and the Land-based sources Protocol. It covers a contribution of six million US dollars from GEF with additional six million from Mediterranean countries and other donors such as MAP, FFEM, METAP, ICS-UNIDO. It covers a three-year period (2001-2003) and it includes, among others, a large capacity building programme, provision for the implementation of pre-investment studies in pollution hot spots, identification of financial instruments for the long-term sustainability of SAP and the preparation of a strategic action programme for biodiversity.



Reducing Reducing Pollution from Land from Land



Preface

The twenty-year-old effort to reduce pollution originating from human activities along the Mediterranean coasts has now reached the phase of concrete action. Having completed the related legal framework – through the revision of the land-based pollution Protocol and having adopted the Strategic Action Programme (SAP) and carried out a comprehensive capacity building programme, the Mediterranean countries are now in position to further reduce and, ultimately, eliminate land-based pollution.

Following the objectives and principles indicated by the Global Plan of Action (GPA), the Mediterranean Action Plan has started the process with a series of key activities aiming at both identifying and quantifying the main problems. In this regard, the preparation of a report on the pollution hot spots has signalled the actual pollution sources, indicating where and how to intervene. The same applies to the inventory and the quantification of all sources of pollution, a process already initiated, which will indicate the starting point for the necessary interventions for pollution reduction.

The Global Environmental Facility (GEF) has followed and completed the picture by putting at the disposal of the countries six million US dollars to enable them to tackle the first key steps towards the achievements of actual investments.

This has been canalised through a project that has already started in January 2001 and that covers the period till the end of 2003. The target is to assist the countries in the preparation and implementation of specific National Action Plans, including actions and deadlines for pollution reduction.

The biennium 2001-2003 is therefore looked at as a turning point in the long-standing effort against industrial and municipal pollution. The synergy between the national and international efforts leads to the thought that this time positive results will soon be seen.



A SEA UNDER STRESS

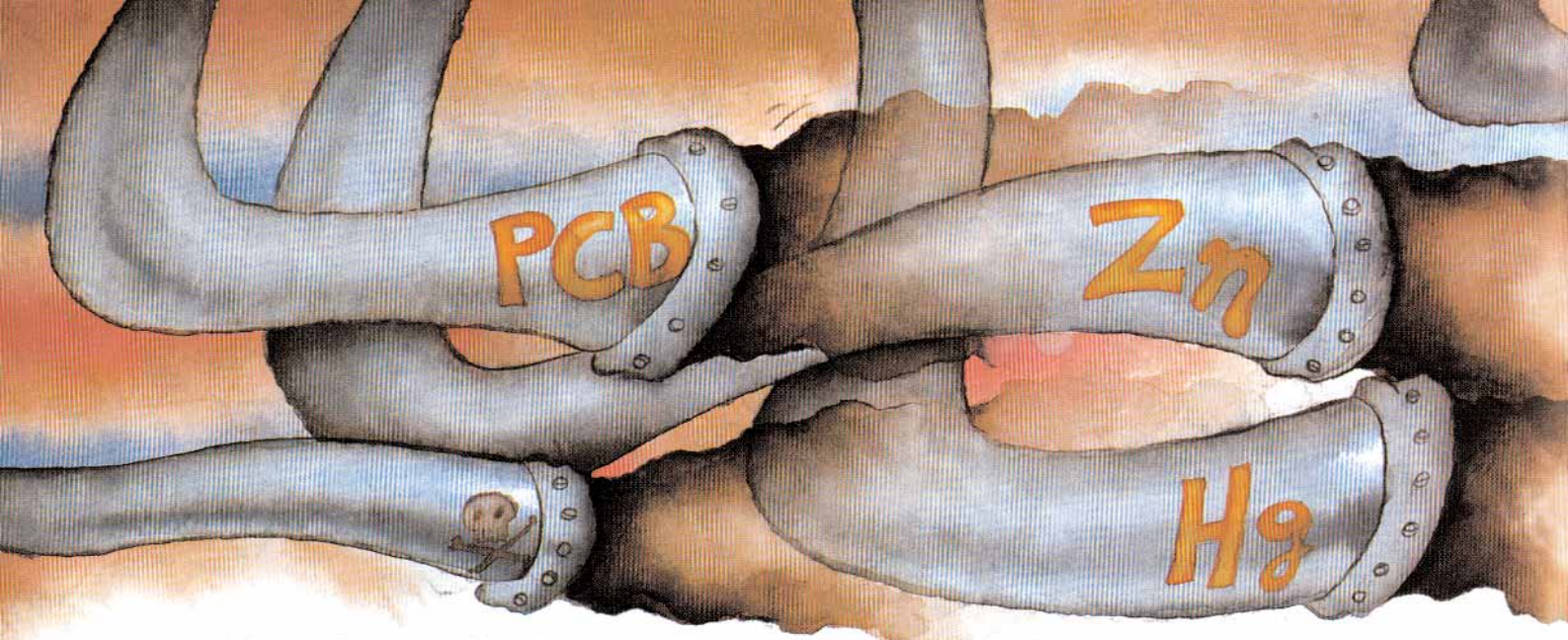
The Mediterranean marine environment has for long been subjected to considerable stress as a result of human activity.

The greatest part of this activity, around 80%, originates on land and is linked primarily to population pressures, urban growth, industrial and agricultural development.

Municipal, industrial and agricultural wastes, airborne particles and river run-off, carrying nutrients, patho-

gens, heavy metals, persistent organic pollutants, oil and radioactive substances, are the major sources of pollution that affect the most productive areas of the marine environment, including estuaries and shallow coastal waters.

At the same time, physical changes to its 46,000 km coastline from human activities are threatening Mediterranean coastal and marine habitats of vital importance in maintaining a healthy ecosystem.



A MAP AGAINST PRESSURE

The countries surrounding the Mediterranean Sea have been aware of this serious problem. From the 1970's, they have made gradual steps to strengthen both the legal and the technical basis for the control of pollution of the marine environment from human activities along their coasts.

In 1975, under the auspices of the United Nations Environment Programme (UNEP), 16 Mediterranean countries and the European Community set up the **Mediterranean Action Plan (MAP)**. Through the **Barcelona Convention**, established the year after, and a number of landmark Protocols, they prepared a comprehensive technical and legal system targeted at protecting the Mediterranean environment from all sorts of pollution.

One of these legal instruments, the Protocol against land-based pollution (called the **LBS Protocol**), entered into force in 1983. In 1996, it was revised mostly to expand its reach in order to cover the entire

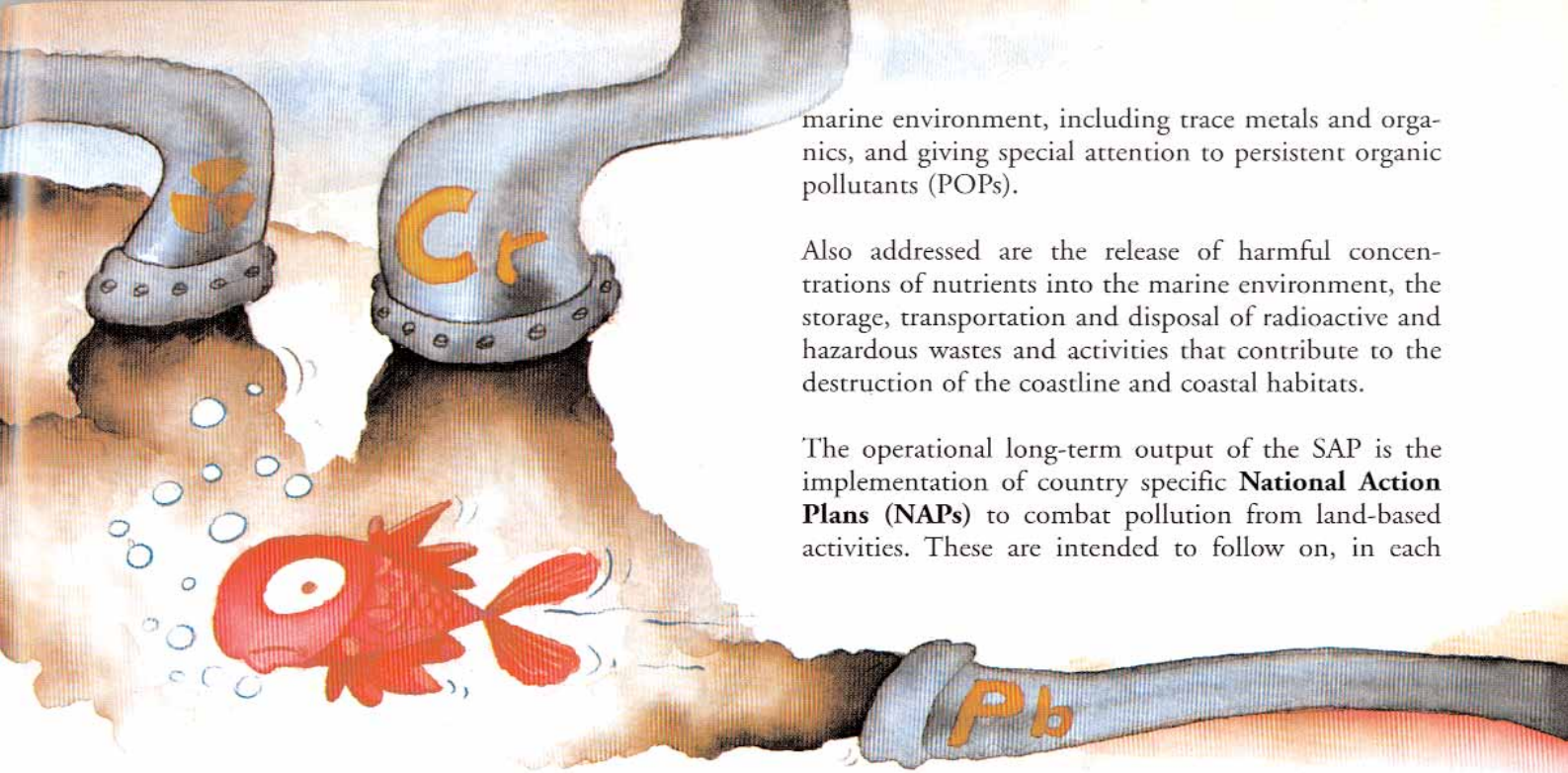
hydrographic basin as well as to rearrange the reporting system so as to include all polluting activities.

SAP VS LBS

Since then, the Mediterranean countries have moved one step further towards acting on combating land-based pollution, by setting up a **Strategic Action Programme (SAP)**, in 1997.

The SAP is an initiative of the MED POL Programme (the component of MAP in charge of the assessment and control of marine pollution) for the concrete implementation of the revised Land-based Sources Protocol in the next 25 years.

Through a timetabled schedule, the Mediterranean countries are implementing specific measures for the elimination or control of priority land-based target groups of substances and activities that are of global concern.



marine environment, including trace metals and organics, and giving special attention to persistent organic pollutants (POPs).

Also addressed are the release of harmful concentrations of nutrients into the marine environment, the storage, transportation and disposal of radioactive and hazardous wastes and activities that contribute to the destruction of the coastline and coastal habitats.

The operational long-term output of the SAP is the implementation of country specific **National Action Plans (NAPs)** to combat pollution from land-based activities. These are intended to follow on, in each

Through these actions, the Mediterranean countries are also implementing the goals of the Global Programme of Action to address pollution from land-based activities, (GPA) which was adopted in Washington in 1995 by 108 countries and the European Commission.

WASTE, WASTE, AND WASTE

The key land-based activities targeted in the SAP are linked to the urban environment, particularly municipal wastewater treatment and disposal, urban solid waste disposal and activities contributing to air pollution from mobile sources.

As well, they are linked to industrial activities, aiming particularly at those responsible for the release of toxic persistent and bio-accumulative substances into the

Mediterranean country, all the targets and activities of the nationally relevant components identified in the SAP.

The SAP has built-in scope for the review of detailed operational timetables at two to three year intervals and a detailed work-plan and time-schedule for 2002-2003 has been prepared by the MAP and approved by the countries.

The activities earmarked for 2002-2003 are intended to equip all the countries with the necessary tools (regional guidelines, strategies, plans and programmes for sharing technical information and advice, priority capacity building and preparatory public participation activities) that will allow them to eventually fulfil their priority objectives under the SAP.

BACK THE SAP

A strong drive was given to these efforts, through the support of the SAP by the Council of the Global Environment Facility (GEF), the French GEF (FFEM) and other donors.

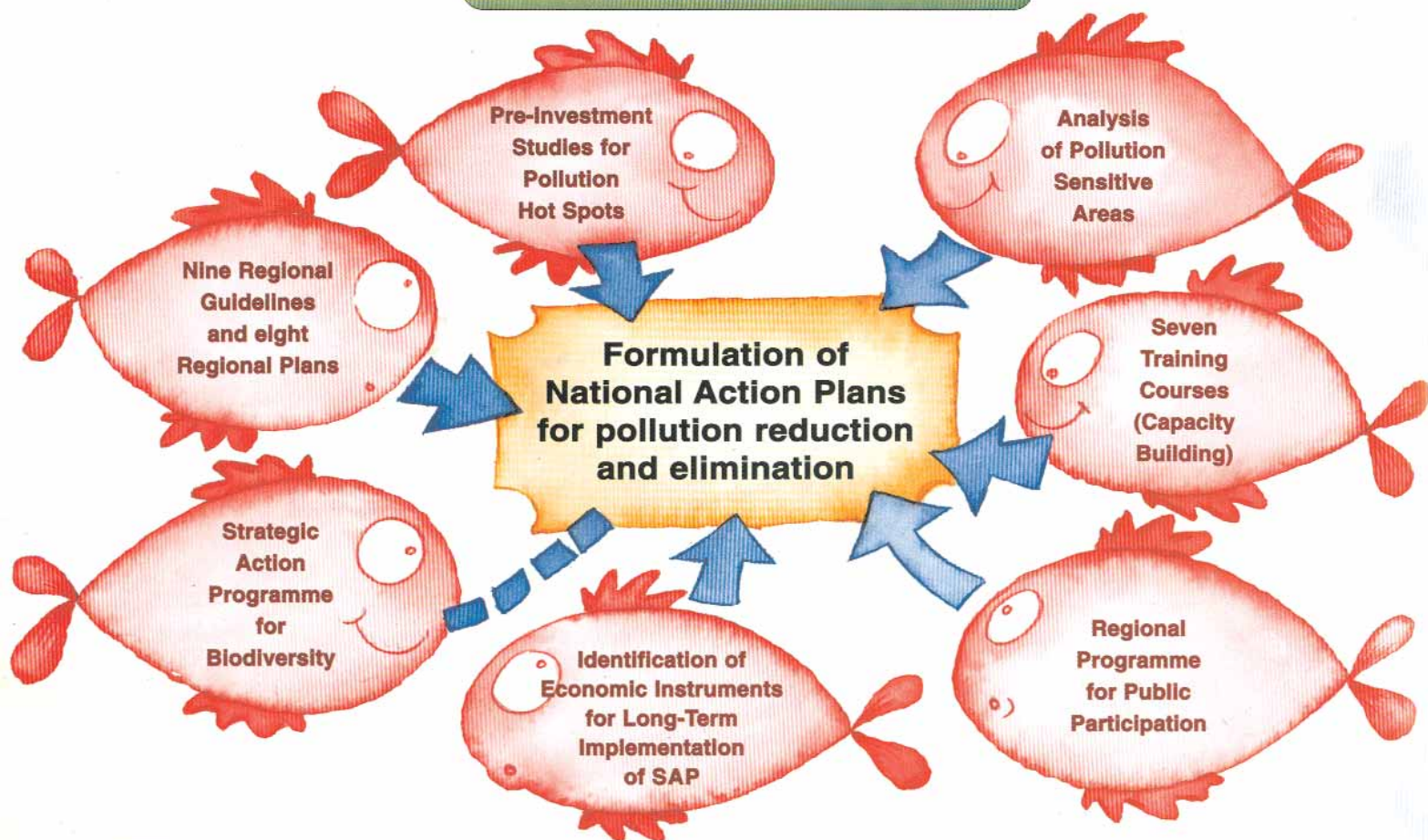
The GEF in particular provides grant and concessional funds to eligible countries for projects and activities that aim to protect the global environment, including pro-

grammes dealing with major concerns relating to international waters.

UNEP, the UN Development Programme (UNDP) and the World Bank jointly implement the GEF.

In 1998, the GEF Council approved a three-year multi-donor Mediterranean Project that started in January 2001, entailing a GEF contribution of six million US dollars and a FFEM contribution of 1,600 million US

MED GEF PROJECT OUTPUTS (2001-2003)



dollars for the realisation of a number of important groundwork activities of the Strategic Action Programme that are essential for the Programme's long-term success.

It is through the implementation of the National Action Plans that the countries will actually fulfil their commitments made under the SAP. Funds from the Mediterranean multi-donor GEF Project will be used to support the establishment of inter-ministerial committees, comprised of representatives from national ministries and other institutions involved in environmental protection, coastal planning, industry, public works and finance.

These committees will act as a policy-making entity in each country aiming at the development and implementation of country specific NAPs.

The SAP makes provision for a series of regional training courses for trainers that aim to enhance the competencies of Mediterranean countries in areas such as environmental policy formulation and enforcement, scientific capability in the assessment of pollution, as well as technical and managerial capabilities to assist countries in overcoming existing inadequacies.

Funds from the Mediterranean GEF project will support a number of SAP training activities earmarked for 2002-2003.



HOT SPOTS IN THE PACKAGE

One of the most important components of the SAP, which is expected to lead to a concrete reduction in polluting inputs to the Mediterranean sea from land-based activities, is the package of actions which accompany the evaluation of the impacts of pollution hot spots and the environmental audit of pollution-sensitive areas (i.e. those areas of natural or socio-economic value at risk of becoming future pollution hot spots), taking into consideration their regional and trans-boundary significance.

With the assistance of the Secretariat, the countries will conduct pre-investment studies in the most important hot spots while detailed environmental assessment reports will be prepared in the most important pollution sensitive areas from a regional perspective.

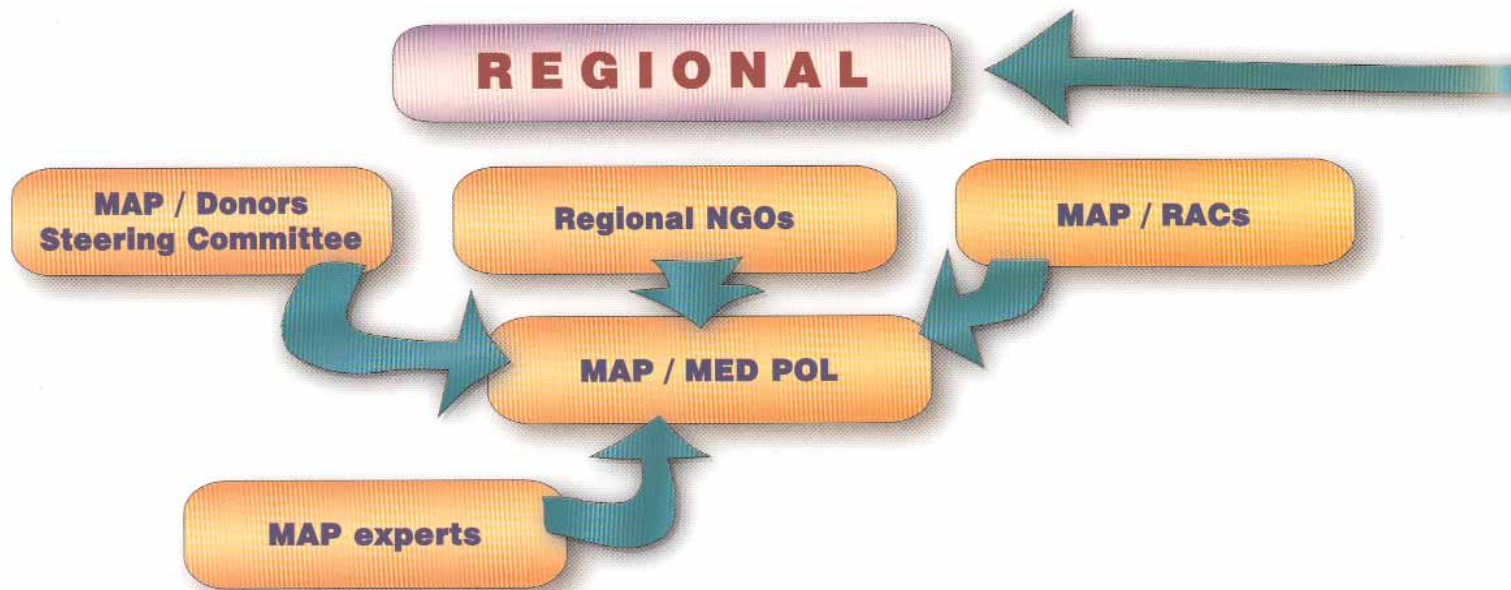
This activity is scheduled for 2002-2003 and involves making maximum use of information and experts from each country.

It is expected to lead to investment by countries and outside sources in projects for the elimination or reduction of trans-boundary pollution from the priority hot spots as well as in environmental protection projects and comprehensive integrated management plans in the selected pollution-sensitive areas.

GEF Project's funds will be used to prepare pre-investment studies in GEF eligible countries. Governments are also expected to make a substantial contribution.

When the costs for the SAP remedial actions are considered, it becomes evident that the success of the SAP will largely depend on the sustainable financing of its individual components on a national level.

The polluters, consumers, users and the governments would be expected to provide the resources necessary for the application of the SAP, with the knowledge that the benefits obtained could be greater than the costs involved.



MONEY MOBILISING

The goal of the MAP is to develop administrative, legal and fiscal mechanisms for the sustainable financing of the SAP and to assist the governments in implementing these mechanisms by adapting them to meet their national requirements.

This will involve setting priorities for financing and mobilizing the financial community as well as international donors.

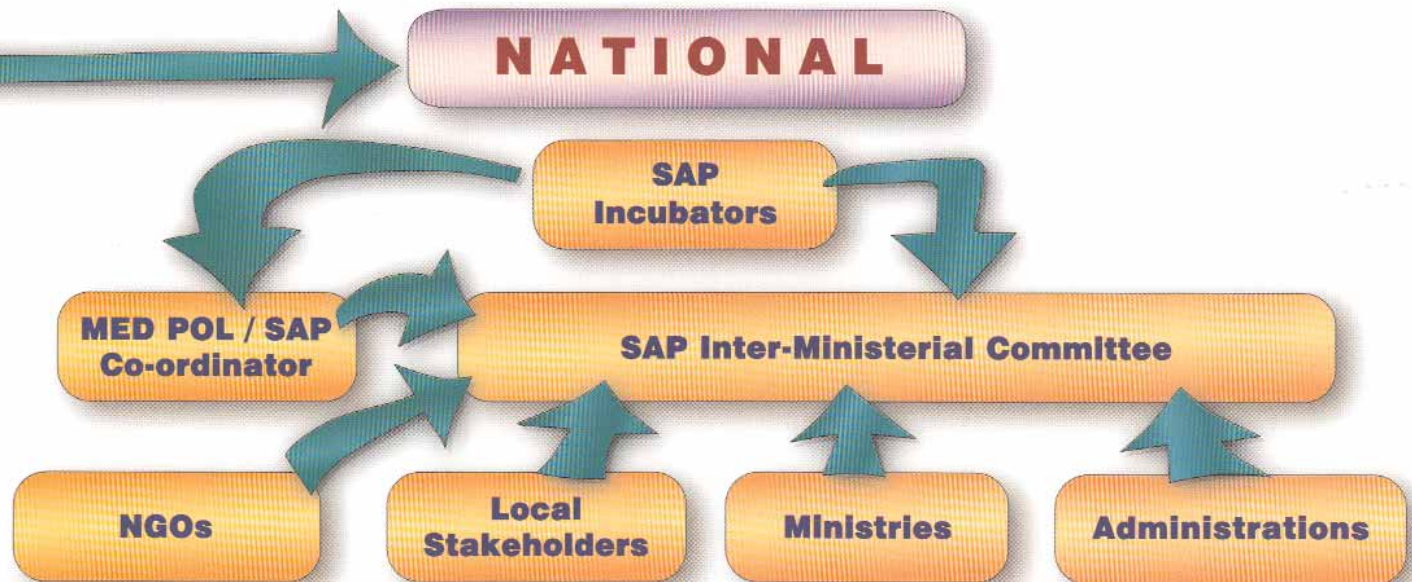
The countries will become increasingly aware of potential national resources for financing the implementation of the National Action Plans, such as a choice of economic incentives, "green" taxation and internalising the cost of pollution in industry.

NGOs and the general public could assist governments by promoting the positive results of reaching the national SAP targets, such as the benefits of "greening" and increasing competitiveness of industry and trade,

improved conditions of life, as well as enhanced long-term economic development.

External sources of funding include grant and concessionary assistance from the GEF and the UN Development Programme (UNDP), European Union programmes and projects (including the Euro-Mediterranean Partnership), loans from multilateral and regional banks, and, bilateral and multilateral co-operation agreements.

The multi-donor GEF project is tackling this aspect as a priority, and, in a first stage, pilot projects will be implemented in a number of Mediterranean countries where potential financial instruments will be identified and tested.



TALKING ABOUT BIODIVERSITY

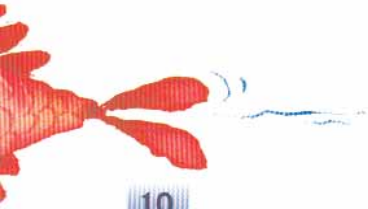
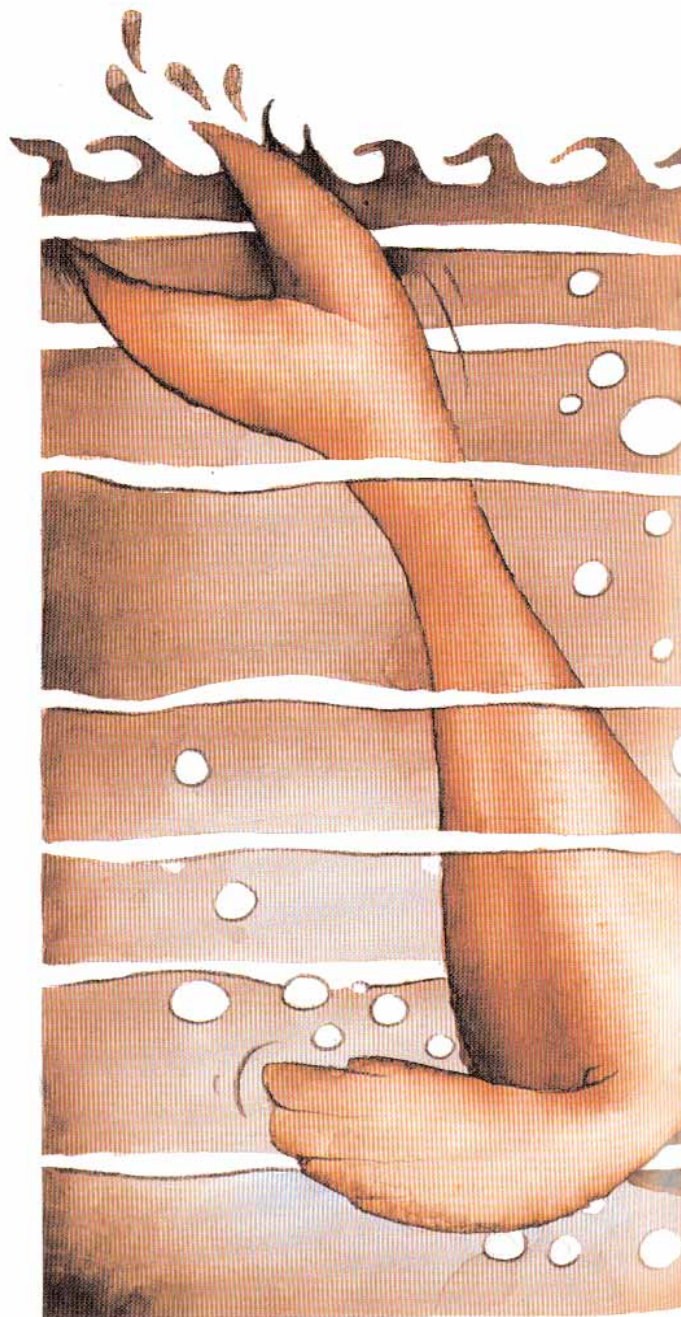
In 1995 the Mediterranean countries adopted a new Protocol concerning Specially Protected Areas and Biological Diversity in the Mediterranean, replacing the 1982 Specially Protected Areas Protocol to the Barcelona Convention.

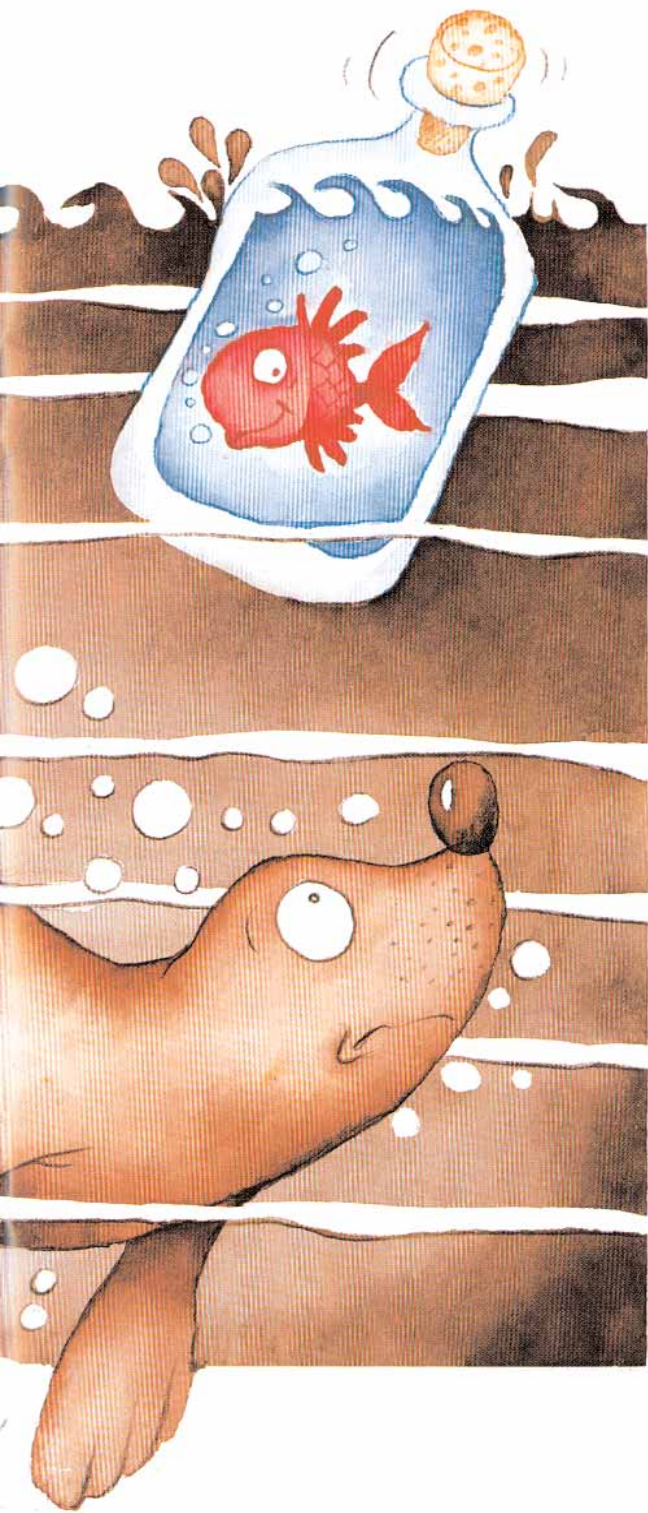
The new Protocol is extended to the protection and management of endangered and threatened species and to the conservation and sustainable use of biodiversity. Its geographical coverage is extended to the international waters of the Mediterranean.

It establishes a new international category of protected area, called the Specially Protected Areas of Mediterranean Importance (SPAMIs). A major task is the drawing up of a list of endangered or threatened species and a list of species whose exploitation should be regulated.

The new Protocol makes provision for environmental impact assessments and making inventories. It also addresses the problem of the introduction of non-native and genetically modified species.

The new Mediterranean SPA Protocol is a complementary instrument to the global Convention on Biological Diversity (CBD), which was signed at Rio in 1992 by 150 countries. Marine and coastal ecosystems were the first for which the Conference of the Parties to the CBD agreed on a work programme to be based on a 3-year plan.





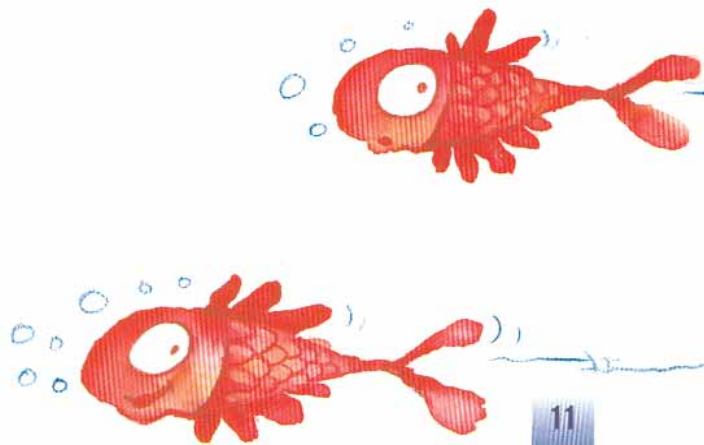
There is, as a result, a direct link to the GEF project that leads to the preparation of a specific **Strategic Action Plan for the conservation of Mediterranean marine and coastal bio-diversity (SAP BIO)**.

This SAP BIO project, which is funded by GEF, has as a general goal to establish a practicable basis for implementing the new Protocol of the Barcelona Convention concerning Specially Protected Areas and Biological Diversity in the Mediterranean Sea.

At the same time it should provide an outline of activities to be carried out over a long-term period for the conservation of marine and coastal biodiversity.

This will be achieved through developing a system to assess the present state of marine / coastal biodiversity, identifying the causes, proposing principles, measures and a schedule for action and funding (Investment Portfolio) to be put into effect by each country through their BIO National Action Plans.

One of the MAP Regional Activity Centres, the Centre for Specially Protected Areas (SPA / RAC) in Tunis has been appointed as the supporting organization of the project.





SYNERGY FOR TWO INSTRUMENTS

These activities are also expected to facilitate co-ordination between the secretariats of the Barcelona Convention and the Convention on Biological Diversity.

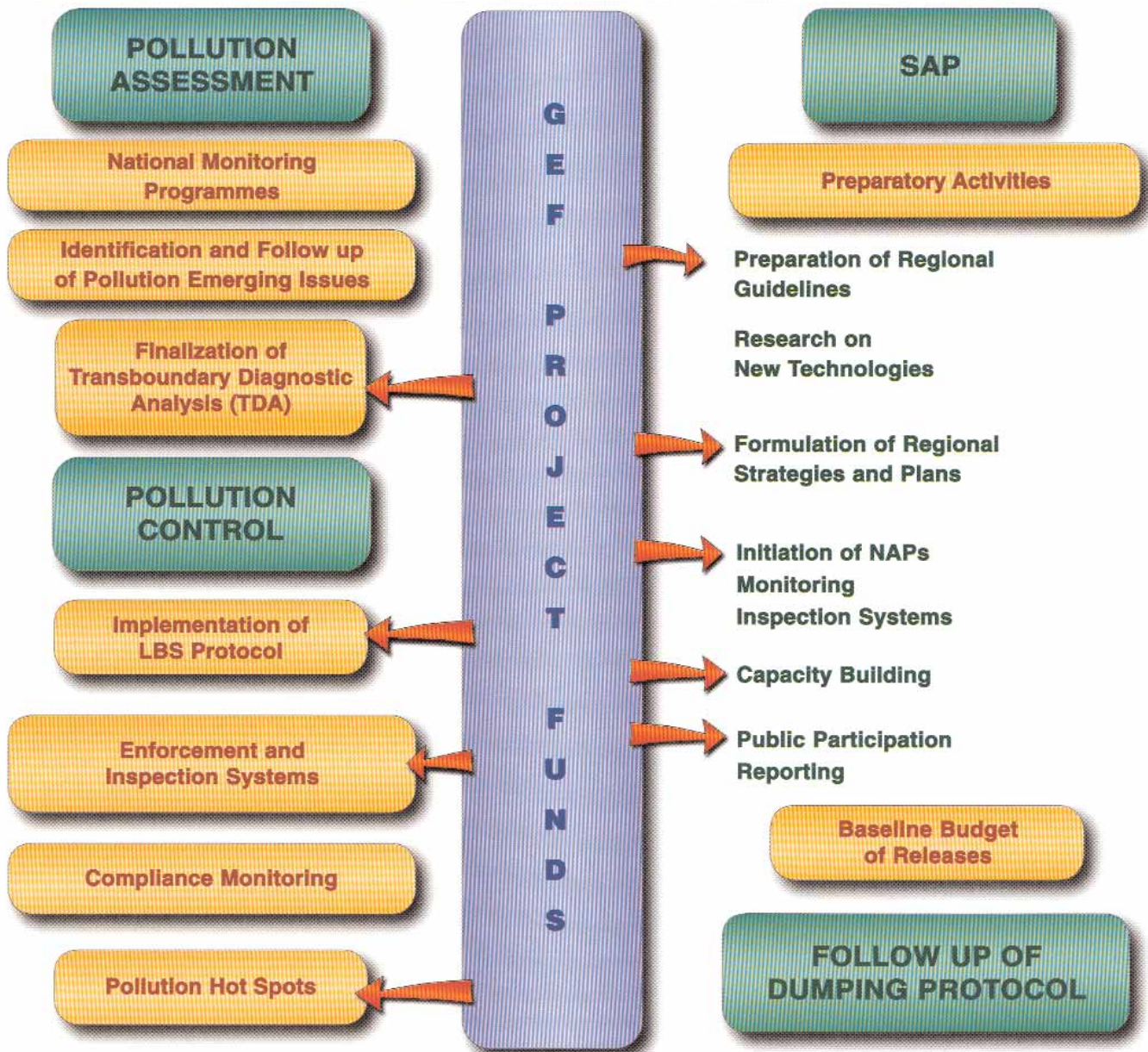
This will help ensure a harmonized and synergistic implementation of the two instruments in the Mediterranean. Co-ordination at the national level would assist conservation efforts in a practical way.

BRING MED POL CLOSER TO THE SPIRIT

Through placing greater emphasis than in the past on pollution control, the Mediterranean countries have brought the MED POL programme closer to the spirit of the amended LBS Protocol.

This is presently being achieved in practice through giving priority to activities that are directly linked to the implementation of the SAP. The MED POL component has an essential co-ordinating role in this direction.

MED POL PHASE III (2001 - 2003)



SAP IS ALL RIGHT, BUT HOW IT WORKS...?

The SAP is an ambitious undertaking, spanning a lengthy period of 25 years and addressed to countries with different levels of socio-economic development, technical, scientific and administrative competencies, different cultural values and environmental priorities.

To increase the prospects for the success of the SAP, the MED POL Programme has set up, from its onset, an Operational Plan that also takes on board organizational / institutional issues.

Ergo, it focuses on the nature of the body that would co-ordinate the SAP activities at the national and regional level, the effective conveyance and assimilation of all the "support structures" of the SAP at the national administrative level, the successful dissemination and assimilation of the tasks by the local stakeholders in each country.

As well, the Operational Plan deals with the nature of the body that would monitor the progress of all the activities that are being carried out in each country and of the body that would evaluate the outputs.

This Operational Plan also tackles important practical issues for achieving the financial sustainability of the SAP at the national level in the long-term.

NOT AN EASY CHARACTER...

The complex, multidisciplinary and longterm character of the Strategic Action Programme as well as the resulting heavy financial implications, make serious demands on the institutional arrangements involved.

The institutional arrangements linked to the phase of formulation and adoption of the National Action Plans deal with the proper co-ordination of all the activities involved, paying attention to the regional organisations, including donors, as well as with the integration of NAPs into the national and local



planning and development process and covering the technical requirements for their execution.

The institutional arrangements linked to the implementation phase deal with the decision-making process for the individual investment projects, their

preparation and execution, as well as aspects of international cooperation, the mobilization of national resources and external funding.

ACTORS, ARRANGEMENTS, ETC

The MAP institutional arrangements already involved in the SAP are the Office in Athens-based **MAP Coordinating Unit (MEDU)**, the MED POL Programme, a number of MAP Regional Activity Centres ("Clean Production", "Priority Actions Programme", "Specially Protected Areas") and MAP consultants and experts.

There are a number of international / regional actors involved in the SAP, such as the GEF project, the European Commission, the French GEF (FFEM), METAP, ICS / UNIDO as well as regional and international NGOs.



The actors involved in the SAP at the national level include the National Co-ordinator for MED POL; the ministry / authority responsible for MED POL; other ministries dealing with the implementation of the SAP and responsible for finance, land use planning, health and sanitation, water, forestry, irrigation, agriculture, fisheries, maritime affairs, science and technology, public works, etc., depending on the national circumstances. Also national scientific and technical institutions, Chambers of Industry and Commerce, industrial, maritime and urban planning Associations; national NGOs and national consultants and experts.

While the existing structures will be used to their maximum capabilities, establishing a small number of

new institutional bodies is essential in order to run the SAP as smoothly as possible and in a sustainable manner.

A flexible approach is however adopted in the design of the national SAP institutional arrangements so that they can be adapted to national conditions and at the same be responsive to the interactions at the regional / MAP level.

According to the SAP Operational Plan, the new body to be introduced at the regional level is a committee whose role will be to seek funds for the realization of the National Action Plans.



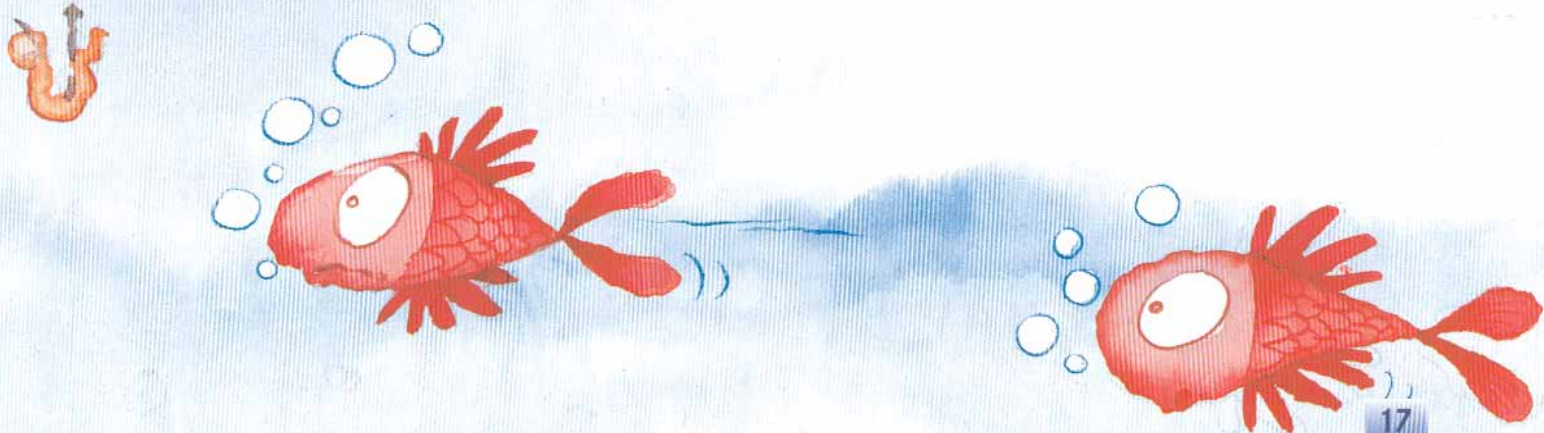
WHO PROVIDES WHAT?

After prospective donors have been identified, the **MAP / Donors Steering Committee** will review and provide a detailed analysis of the selected regional and national SAP related activities and submit these to the donors for funding.

To harmonize and co-ordinate all the activities involved in achieving the targets of the SAP at the national level, the Operational Plan foresees the need for a **National SAP/MED POL Co-ordinator**.

The National SAP / MED POL Co-ordinator will be involved in assisting and providing logistical support to the participating national bodies; in ensuring the proper flow of information from and to MAP / MED POL and the multi-donor GEF Project; in monitoring and reporting on the progress of the activities; in identifying national experts, teams and institutions, major stakeholders, NGOs and members of the local communities, that could be useful in the execution of the SAP activities.

The National SAP / MED POL Co-ordinator reports on the progress of the national SAP activities, to a policy making body comprised of representatives of national Ministries involved in the SAP activities.





THE STEERING COMMITTEE AND THE INCUBATORS

The members of this **National SAP Steering (or Inter-ministerial) Committee** are high level executives authorized to make important decisions about major national issues linked to the SAP.

This Committee oversees the integration of the SAP activities into the national planning process, the decision-making process and into national development plans. It also holds the main responsibility for finding the national financial resources that will support the national SAP and secure its sustainability in the long-term.

On the basis of the progress achieved and possible problems encountered, the Committee makes recommendations for future measures and actions.



The SAP Operational Plan foresees an innovative national consultative body that will act as a "think tank", to assist the Inter-ministerial Committee and the local actors in the management and implementation of the SAP.

This **SAP "incubator"** provides scientific and professional feedback through a range of technology, scientific and management services, supporting the implementation of all the technical activities of the national SAP.

The incubators are usually hosted in national technical / research and development institutions. From there they essentially also participate in the distribution of the information derived from the MAP Secretariat to the national and local levels of participation in the SAP.

THE NATIONAL POLLUTION BUDGETS!

One of the most important objectives of the SAP is the reduction and where possible the elimination of land based pollution derived from industrial activities. Taking a more detailed look at the SAP targets, which are linked to industrial development, it appears that many questions need to be answered before the Mediterranean countries are able to put into motion the process of reduction or elimination of industrial pollution. The Operational Plan tackles the problem by offering an approach that is expected to guide the countries in implementing and tracking reductions of industrial pollutants.

The national "pollution budget" approach

An important question is how to actually achieve the targeted reductions of industrial pollutant releases, since this implicitly calls for a process of estimating collective (or "budget") commitments.

The Operational Plan proposes that each Mediterranean country reduces by X% its aggregate releases into the sea of a targeted pollutant by year Y, on the basis of a **National Baseline Budget** of total releases of an industrial pollutant in a specified base year. 2003 has been selected as the "base" year from which the pollution reductions will be achieved and tracked in subsequent years.

In other words, each country would have to calculate by the year 2003 its National Baseline Budget for each SAP targeted industrial pollutant, which is the sum of its releases that would reach the Mediterranean Sea from different sources.

This National Baseline Budget allows for an assessment of changes with time in the amount of pollutants released and subsequently whether a certain amount of discharge complies or not with the respective SAP reduction objectives.

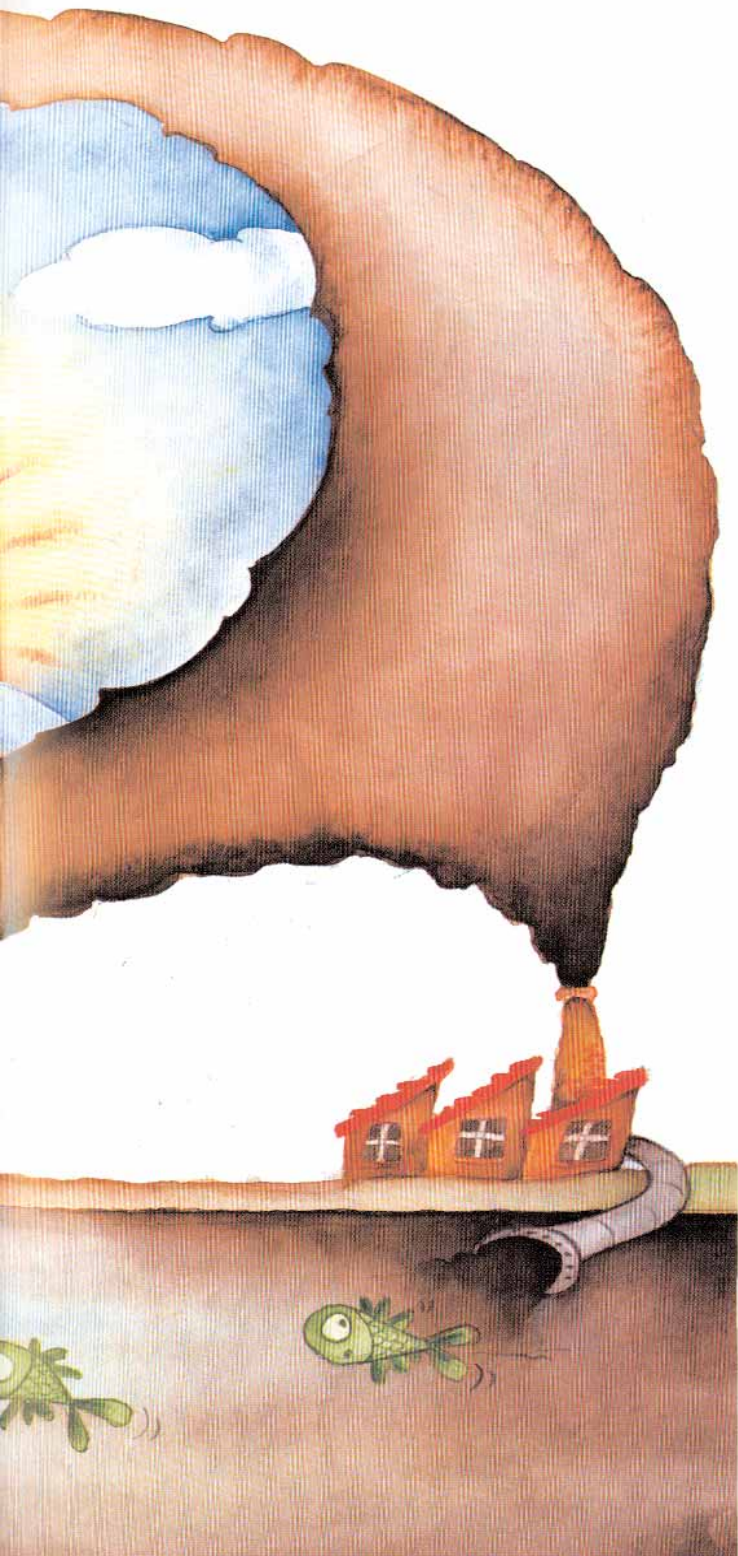
Transferring to the company level

At the company level, a project would only receive national approval, or certification, if it made a commitment of reaching a certain level of pollutant release reduction, which would have been determined in advance in the National Action Plan, thereby also contributing to reaching the SAP target.

A "PPP" FOR BUSINESS

If a firm intending to obtain certification has made successful pollution prevention changes through the adoption of a correct **Pollution Prevention Plan (PPP)**, it should show a decrease in waste generation.





This is usually measured in terms of a selected "unit-of-product" which reflects the changes of releases related to the production index. Having an individual pollutant "baseline budget" allows for an assessment by the firm of the changes in pollutant release before and after the adoption of a Pollution Prevention Plan.

A pollution prevention plan should ideally be integrated into a company business plan. In general, companies are experienced in developing long-term business plans to ensure their future growth and success. The pollution prevention plan focuses on developing and then profiting from good company environmental performance.

By thinking of pollution prevention in terms of business planning and efficient resource management it becomes easier for employees to see why pollution prevention is good business. When a company eliminates a hazard or a waste, it also eliminates the costs and the risks associated with them.

Companies that do this will also be able to promote their clean products and take advantage of market resistance to products perceived to be harmful for people and the environment.

Pollution can be prevented in many different ways. These usually fall into one of five categories: chemical substitution, material flow (water conservation practices, inventory control, efficient use of chemicals and storage), process control, automation and technology.

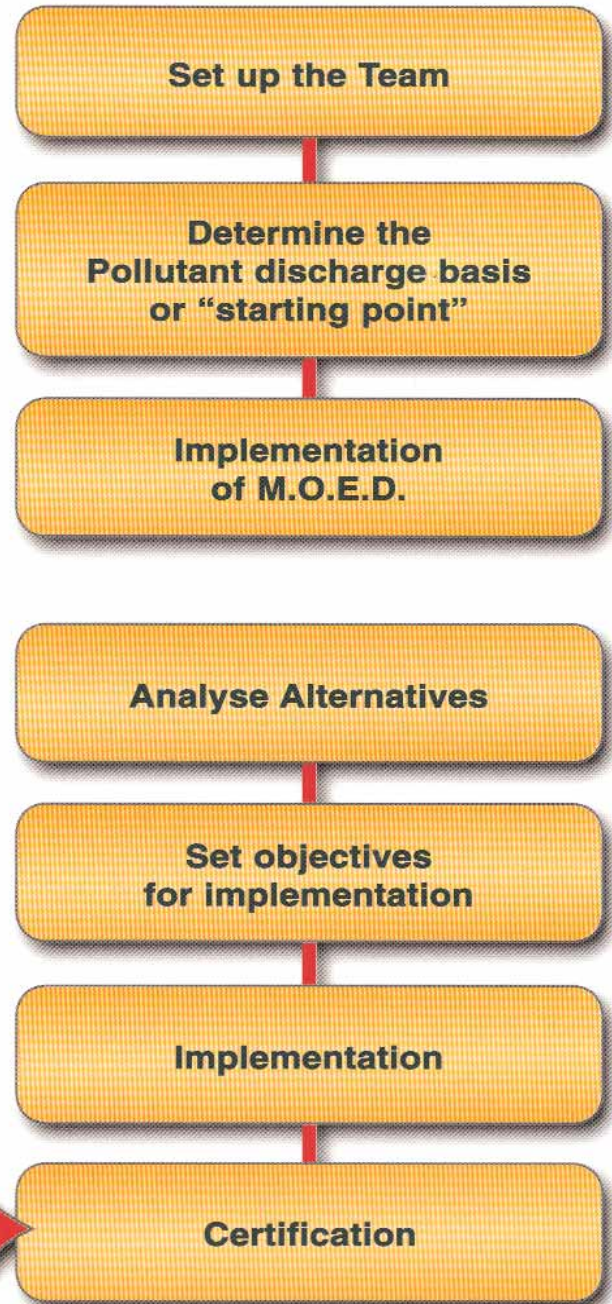
DETECTING OPPORTUNITIES

In turning to pollution prevention, businesses have at their disposal a useful tool, known as the **Minimization Opportunities Environmental Diagnosis (MOED)**. The MOED provides an assessment of their industrial activity, to detect potential opportunities for preventing and reducing pollution at source and to provide them with sufficient data to orientate their policy towards cleaner practices and technology that are technically and economically viable.

It is vital to gather accurate information on the waste generated and released for each and every process that uses a chemical, i.e. a potential pollutant. To be useful, this information should include details about the product being manufactured, the process and the volume produced, as well as all the costs involved.

Description of the major steps for the Implementation of a Pollution Prevention Plan (P.P.P.)

Decision Support System (D.S.S.)





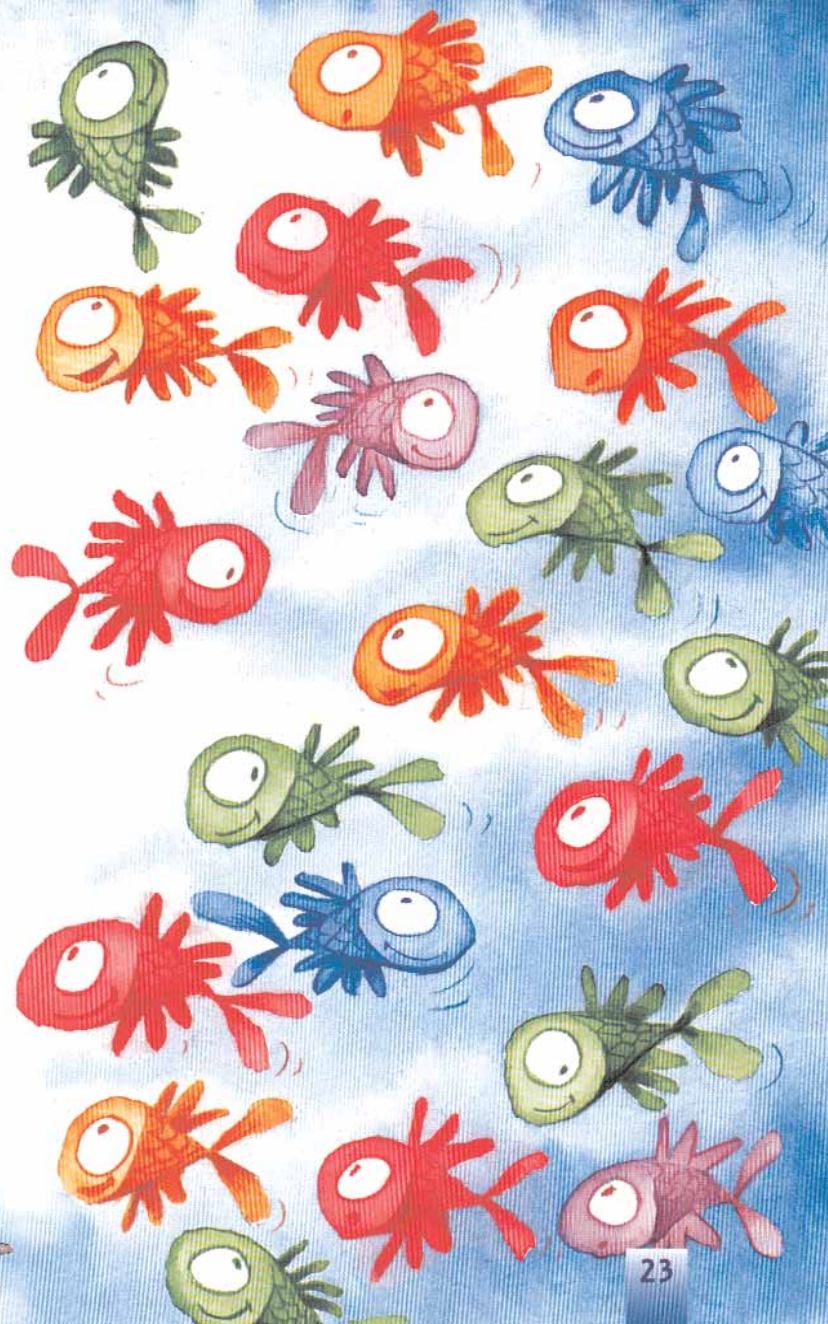
IN CONCLUSION...!

The 2002-2003 biennium will be crucial for the Mediterranean countries, calling for a successful launching of the SAP, boosted by the contribution of the multi-donor GEF project.

It is expected that by the end of 2003, the countries will have made all the necessary institutional arrangements, will have completed their preinvestment studies and have made them ready for long-term investments, with the prospective financial instruments identified and tested.

In addition it is expected that the countries will have provided their national administrations with all the training required to implement the National SAP on a long-term basis. At the same time it is expected that the countries will have prepared their "budgets" of pollutant releases.

In other words, the end of 2003 should see the countries possessing their National Action Plans ready to be implemented.



By the end of 2003 the MAP/MED POL Secretariat will have a complete monitoring system at the countries' disposal and will have offered a series of important capacity-building programmes as well as crucial information in the form of technical documents, guidelines and assessments, criteria and standards.

Despite the fact that the burden of making the SAP a reality in the region lies heavily on the countries, with their financial constraints, their often disparate national agendas, priorities and levels of economic development, the outlook for a successful SAP remains positive.

The interest of international donors is high in the region. The level of knowledge of environmental issues and pollution problems is substantial, while cooperation among the countries within the MAP system is exemplary.

Finally, but not least, a breakthrough in the pollution control policy of the Mediterranean region could be achieved if each country were to adopt the approach suggested by the Operational Plan for the implementation of the SAP. This is sure to lead to groundbreaking results.



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