

UNEP
MEDITERRANEAN ACTION PLAN

EVALUATION OF THE
BLUE PLAN
REGIONAL ACTIVITY CENTRE
(SOPHIA ANTIPOIS, FRANCE)

EVALUATORS' REPORT

JULY 2001

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Acknowledgements:

The evaluators warmly thank all the people who contributed to this evaluation by replying to their questions, expressing their opinions and suggesting areas for reflection with the aim of improving Blue Plan efficiency. They would like to underline the extraordinary co-operation of the MAP staff in this task.

EVALUATION OF THE BLUE PLAN REGIONAL ACTIVITY CENTRE Evaluators' Report

A. THE EVALUATION MISSION

1 Terms of reference

At their 11th meeting (Malta, October 2000), the Barcelona Convention Contracting Parties decided to undertake the evaluation of the activities of the Blue Plan Regional Activity Centre (BP/RAC, hereafter referred to as the Blue Plan). With this in view, the Co-ordination Unit for the Mediterranean Action Plan (MAP) entrusted two external consultants with the evaluation mission. The consultants' curriculum vitae are given in Appendix 1. The mission was carried out during the April-June 2001 period.

2 Method

In order to correctly execute their mission the evaluators consulted the mandates and the reports on meetings relevant to the Blue Plan, along with studies and reports generated by the Blue Plan. They had extended meetings with the Blue Plan Director, the Centre's staff, the MAP Co-ordinator, the Co-ordination Unit members, the Blue Plan Chairman and the members of the Blue Plan Committee. They carried out assignments in the countries of several Contracting Parties (Athens, Beirut, Brussels, Damascus, Paris, Split and Tunisia) during which they questioned key figures directly involved in activities relating to the Blue Plan (Appendix 2). These direct consultations were completed by a letter sent to each Focal Point designed to gather the opinions and suggestions of numerous key figures directly connected with the Blue Plan. Replies were received from nine countries (Bosnia and Herzegovina, Croatia, Israel, Italy, Libya, Monaco, Morocco, Spain and Syria).

3 The Evaluation Report Addressees

A brief summary of the Evaluation Report was verbally presented and discussed at the Blue Plan Focal Points Meeting (Palermo, June 2001). The present Report will be presented to the MAP Focal Points Meeting (Athens, September 2001)

and then to the Barcelona Convention Contracting Parties Meeting (November 2001), after any necessary modification.

4 Evaluation Report Plan

After a brief summary of the Blue Plan, we present its history and its mandate. The report then examines the activities and results obtained over the past ten years and draws up an evaluation of the Blue Plan. The last part contains proposals concerning the Blue Plan's programme of future activities and its implementation.

B. THE BLUE PLAN

1 Brief summary

The Blue Plan represents a series of studies concerning the relationships between the environment and development in the Mediterranean region. These studies are carried out from a Study Centre functioning as a Regional Activity Centre (RAC) for the Mediterranean Action Plan (MAP), in application of the recommendations of Mediterranean Region coastal countries, that is to say the Contracting Parties to the Barcelona Convention.

The Centre exercises its activities in the legal framework of a non-government association governed by French law, called "Plan Blue pour l'environnement et le développement de la Méditerranée" [Blue Plan for the Environment and Development in the Mediterranean]. The association Committee and Meeting provide their backing for the studies and ensure the proper functioning of the Centre. Although it functions in the framework of an association governed by French private law, the Blue Plan acts as an international institution entrusted with a public service mission.

The current Blue Plan¹ studies solely concern the countries bordering on the Mediterranean Sea. They are mainly devoted to the following subjects:

- a) systemic and projective studies;
- b) studies concerning the environment and development;
- c) collection of information, statistics and indicators concerning sustainable development;
- d) organisation and participation in training, seminaries and missions.

This research concerns a region comprising four European Union countries in contact with numerous countries with which the Union has close ties, where tourist activities are important and the protection of the environment is a very significant issue, with a considerable risk of unsustainable development, strong demographic pressure and great differences both between and within each

¹ For an overview of the studies, see the BP/RAC report for the joint meeting of the Focal Points of the BP/RAC, PAP/RAC and of the ESR/RAC, UNEP(DEC)/MED WG.186/5, May 2001. The term "Plan Bleu" can have several meanings, referring to the BP/RAC set up in Split, the French association "Plan Bleu" or the report "The Blue Plan, Futures of the Mediterranean Basin" prepared by the BP/RAC during the 1980s.

country. The Blue Plan is located in Sophia Antipolis (close to Nice, France) in premises (700 m²) made available by the Conseil Général des Alpes Maritimes [Alpes Maritimes Departmental Council]. In 2001 it consists of a team of 20.5 persons/year (including 16 permanent persons and the equivalent of 4.5 persons-year assisting temporarily) and is equipped with a modern computer office system provided by the Provence-Alpes-Côte-d'Azur region.

The Blue Plan is funded by the MAP and French authorities as well as various other partners, in particular the European Union Commission, on the basis of contracts concerning specific projects. It carries out its activities in co-operation with MEDU and the other RACs part of the MAP, and with other national or international institutions. It benefits from tax exemptions, since it does not exercise any commercial activity and does not compete with the commercial sector. However, it does not enjoy diplomatic privileges and immunities.

The Blue Plan is mainly concerned with the human activities that are the main causes of the pollution of the Mediterranean Sea, but it is not directly bound by the texts of the Barcelona Protocols and Conventions. Its legitimacy, at international level, stems from the meetings of the Contracting Parties and, more particularly, from the MAP 2 adopted in Barcelona in 1995.

2 History and successive mandates

2.1 The Blue Plan in its early stages, 1976-89

Following the United Nations Conference on the human environment (Stockholm, 1972), the United Nations Environment Programme (UNEP) gave the go-ahead for co-operation at regional level by setting-up the Mediterranean Action Plan (MAP) and bringing together the coastal countries and the European Community Commission in Barcelona in 1975 in the framework of a diplomatic conference during which the Barcelona Convention was adopted.

The Blue Plan's mandate was defined at the Intergovernmental Meeting of the Mediterranean Region Coastal Countries on the Blue Plan, held in Split from 31 January to 4 February 1977 (Appendix 3). It is "a process of reflection and prospective studies on the future of the coastal countries, part of the Mediterranean basin, and, more specifically, on their prospects for development compatible with wise management of the environment". The distinctive characteristic of the Blue Plan is that it integrates socio-economic development and environmental values with the aim of rational use of limited resources in the Mediterranean area.

The Blue Plan's long-term objectives, as approved by the Split Meeting (Appendix 3), are as follows:

- "to launch a permanent process of concerted co-operation between the Coastal Countries of the Mediterranean Region";
- "to make available to relevant authorities and planners in the different countries in the Mediterranean region information that enables them to draw up their own plans to ensure optimum sustainable socio-economic development without degradation of the environment";

- “to help the governments of the Mediterranean region’s coastal countries increase their knowledge of common problems facing them, both in the Mediterranean Sea and in its coastal regions”;
- “to help these governments take the decisions that will promote rational management and sustainable development”.

The Blue Plan’s immediate objectives comprise, in particular, the following activities:

- a systemic study of the main development activities under way in the Mediterranean region and their consequences for the environment;
- multi-disciplinary and multi-sectoral studies in priority fields;
- the gradual preparation of theoretical plans and methods for long-term development planning that is rational from the environmental point of view.

The Blue Plan carries out:

- prospective analyses looking into future development prospects in the light of existing potentials;
- large-scale studies considering the various development factors as different components of a general system and not individually; and
- studies directed at action, which attempt to describe how the future would be on conditions that the right decisions are taken at the appropriate time.

It was decided at the Split Meeting that the Blue Plan should be carried out in three phases:

- i) a first phase, devoted to the study of data and practices relating to development and environmental management in order to identify trends, points of conflict, the most critical problems and sectors where these occur and the new actions that must be given priority;
- ii) a second phase, aiming to look further into the initial studies by crosschecking data, drawing up “development scenarios”, by extrapolating from major trends noted in the first phase to determine activities that should be planned in order to confront the problems that may well worsen in the years to come;
- iii) a third phase, designed for the presentation and discussion of the results generated by the second phase and for the preparation of conclusions and recommendations aiming to help plan social and economic development without damaging the environment.

Twelve themes were studied during Phase I (1980-84) that ended with the approval of a Summary Report. “Mediterranean scenarios” were developed during Phase II (1984-87). For this purpose the Contracting Parties were invited to draw up their national scenarios according to a common methodology. These scenarios were considered to be integral parts of the Mediterranean scenarios. Five main fields or “dimensions” were chosen for drawing up the scenarios:

- the international economic context;
- the Mediterranean populations and their movements;
- the national development strategies;
- space management;
- environmental considerations.

The Mediterranean prospective scenarios were drawn up by the Blue Plan according to the “systemic analysis” method comprising three trend-based scenarios and two alternative scenarios.

The final report “The Blue Plan, Futures of the Mediterranean Basin”, incorporating the opinions and suggestions received from the Contracting Parties was ratified by the Sixth Ordinary Meeting of the Barcelona Convention Contracting Parties (1989). It contains possible or desirable images of the future of the Mediterranean basin for the years 2000 and 2025.

2.2 The continuation of the Blue Plan (1990 to today)

At their Sixth Meeting the Contracting Parties adopted the recommendations concerning the continuation of the prospective analysis of development-environment relationships. Blue Plan activities were thus continued during the 1990s in accordance with the following recommendation:

“To help the countries in the region that request it to draw up scenarios at national, coastal or sectoral level consistent with the Blue Plan results and methodology. For this purpose the Blue Plan/RAC, acting as a Mediterranean research centre looking into the relationship between the environment and economic activities in the light of sustainable development, will adapt the forecasting methods, already developed for use at national level, for use at coastal region level and in relation to major sectors (town planning, agriculture, industry, energy or tourism).

The first series of studies concerning these sectors is nearly completed. A total of ten “Blue Plan Fascicules” have already been published and the publication of three new monographs is under way.

The Eighth Ordinary Meeting of the Contracting Parties, held in Antalya in 1993, adopted, in the spirit of the Rio Conference (1992) and according to an approach in conformity with “Action 21”, the recommendation by which the Blue Plan was given the missions of:

- a) “pursuing, improving and extending the systemic and prospective studies of population/resources/environment/development interactions”;
- b) “developing the function of “A Mediterranean Environment and Development Observatory” and assisting national and local institutions to develop their own observatories”;
- c) “studying the variables, statistics and indicators of the status and trend of the environment” ;
- d) “contributing through a systemic and prospective approach to the study of MAP Coastal Area Management Programme (CAMP)”.

The new process launched at the Antalya Conference was continued by the preparation in Tunisia in 1994 of a “MED 21 Agenda” and in 1995, by the review of the Barcelona Convention in line with the conclusions of the studies initiated by the Blue Plan.

At the Ninth Ordinary Meeting of the Contracting Parties held in Barcelona (1995), the fields of activity to be given priority for the next ten years were redefined. MAP was renamed MAP 2. The four main fields of Blue Plan actions, fixed in 1993, were confirmed in 1995. The Mediterranean Commission for Sustainable Development (MCSD) was set up and the mandate of this Commission was approved at the Extraordinary Meeting held in 1996 in Montpellier.

Since its creation the MCSD has focused its work on eight priority themes:

- Sustainable development of coastal regions;
- Water demand management;
- Indicators for sustainable development in the Mediterranean region;
- Tourism and development in the Mediterranean region;
- Free trade and environment in the Euro-Mediterranean context;
- Urban management and sustainable development;
- Industry and the environment;
- Raising awareness and informing.

to give special attention to the following three problems: agriculture and rural development, management of urban wastes and consumption modes, and international co-operation (the raising of funds and partnerships).

The changes that occurred during the 1990s (Antalya mandate, MAP 2 and MCSD) were thus expressed by increases in the quality and quantity of the tasks falling on the Blue Plan. The function of Mediterranean Environment and Development Observatory, as of 1993, implied the “reinforcement of Blue Plan capacities in the field of the environment” and led to the following of Blue Plan activities in the following areas:

- development of the statistics, geographic and documentary information system to improve access to significant data;
- preparation of indicators that can express changes and suitable for monitoring the application of Agenda 21 in the Mediterranean region.
- assistance in setting up national observatories
- analysis of institutions and national policies aiming at sustainable development in the region;
- co-operation with a network of partners, and international and national bodies active in the Mediterranean region.

The MAP gave the Blue Plan a considerable role to play in the MCSD studies. It contributed to the study of the first six themes on the above list and implemented the MEDSTAT-Environment programme on environmental statistics that was launched in 1999 in the framework of the Euro-Mediterranean partnership.

2.3 The future Environment and Development Report

To meet the demand of the Contracting Parties at their Meeting in Malta (October 1999), the Blue Plan was made responsible, along with the activities in the fields indicated above, for:

- a) “drawing up a comparative evaluation of the current situation, in the year 2000, in the environment and development field, with the Blue Plan scenarios for the same year”;
- b) “for carrying out an economic evaluation allowing the updating of the scenarios for 2025” and;
- c) “completing the retrospective and prospective analysis carried out in 1999”.

These studies must lead to the preparation of a “Mediterranean Region Environment and Development Report” that would contain “current efforts for sustainable development and difficulties encountered, good practices and the result targeted in the medium and long term by the countries”.

All the work carried out since 1995, along with the information and indicators recently accumulated, should make possible the successful preparation of this Report. The Blue Plan has gathered the initial material and completed the projective studies. A first version of the conclusions should be completed for October 2002. The full version of the Report will be discussed by the Contracting Parties in 2003. It could serve as the basis for a future report on the state of the environment in the Mediterranean region in which all MAP organs would be involved.

C. ANALYSIS OF ACTIVITIES AND RESULTS OBTAINED

1 Conformity with the mandates and guidelines on Mediterranean co-operation

Throughout its existence the Blue Plan has conducted its Regional Activity Centre (RAC) activities in accordance with the mandates that were given to it in the framework of the MAP and it has responded without delay to the new strategies adopted by the Barcelona Convention Contracting Parties.

In accordance with the mandate adopted at the Split meeting (1977), the Blue Plan launched a prospective study that led to the publication in 1989 of the major report: “The Blue Plan, the Futures of the Mediterranean basin. This publication that was widely circulated in several languages is one of the first studies to implement the concept of sustainable development that the Brundtland Commission proposed in 1987.

In 1989, the Contracting Parties decided to make the Blue Plan responsible for new tasks such as the constant observation of the environment and development in the region. To carry out these new activities the Blue Plan received the financial backing of partners such as the Mediterranean Technical Assistance Program (METAP) and the European Commission. It focused on concrete

realisations and the search for quantified information. It co-operated with the other RACs in coastal development programmes focusing on priority themes.

The Blue Plan provides a tool that contributes to the monitoring and evaluation of environmental situations in the Mediterranean basin. It adapted its programme of activities so as to satisfy, for the main part, the demands expressed by the Meetings of the Contracting Parties.

2 Adaptation of the Blue Plan to the new Mediterranean context

Whilst, initially, Mediterranean co-operation mainly related to the protection of the sea, interest has developed to cover the protection of the coastal regions and the basin slopes, and the promotion of sustainable development in the coastal countries. Despite the conflicts arising in the region, Mediterranean co-operation has continued with Agenda MED 21 (Tunisia, 1994) being taken into consideration, the adoption of a new Mediterranean Action Plan (Barcelona, 1995) and the setting-up of the MCSD (1996). This co-operation benefited from reinforced Euro-Mediterranean co-operation between the European Union and the countries of the southern and eastern Mediterranean region (1995). The Blue Plan has benefited from the MEDA programme in connexion with the MEDSTAT Environment activity. It has become a privileged interlocutor for the MCSD and a support centre for the implementation of activities generated by this Commission.

Over recent years the Blue Plan has focused its activities on the evaluation of environment/development interactions at the level of all Mediterranean riparian countries and their coastal regions. It has conducted research into six of the eight priority themes identified by the MCSD, stressing training and the sharing of experience, and contributed to putting in place veritable networks for information and co-operation. It provided its assistance in the creation of national environment and sustainable development observatories and prepared sustainable development indicators adapted to the Mediterranean context. It reinforced its own role as a Mediterranean environment and development observatory. It began research into institutions and national policies contributing to sustainable development in the region and prepared, for the MCSD, suggestions for political and strategic recommendations to aid decision-making relating to sustainable development in the region.

The 2000 activity plan (**Table 1**) shows that all Blue Plan activities correspond to the priorities fixed by the Contracting Parties. The importance given to the reinforcement of capacities in the area of environmental statistics is due to the attribution of an important contract by the European Union.

In certain cases, progress was not as rapid or as complete as expected. This should, undoubtedly, be seen as the consequence of implementation difficulties that were sometimes underestimated and of the fact that resources allocated by the MAP or France to the Blue Plan did not entirely take into account the expansion of its activities as these emerge from the minutes of the successive meetings of the Contracting Parties.

Table 1. Blue Plan Activities in 2000

ACTIVITIES	Time ^a	Fundings (K\$) ^b	
		A	B
A) Theme-focused studies			
– Town planning/towns/urban waste/natural hazards*	(10%)	63	56
– Free trade and the environment*	(7.1%)	69	77
– Water*	(4,8%)	24	9
– Tourism**	(3.8%)	37	21
– Agriculture/rural development/forest/biodiversity*	(1%)	62	0
B) Application of the prospective approach to the coastal regions*	(3.8%)	81	0
C) Environment and development observation	(17.2%)	88	59
– Development of indicators*			
– National policies and institutions for the environment and development			
– Setting-up of national observatories			
– MEDSTAT***	(31.6%)	0	333
D) Preparation of the Mediterranean Region Environment and Development Report (to appear in 2003)**	6.7%)	37	59
– Collection of statistical, geographical and documentary data			
– Demographic framework			
– Macro-economic framework			
– Impact of climatic change			
– Micro-economics (poverty/health)		30	0
E) Communication/ web site	(5%)	0	35
F) Support of MAP and MCSD activities, and MCSD and contract hunting*	(9%)		

N.B.

- a) The “Time” percentages correspond to the time passed in 2000 on each subject by the staff responsible for studies. To be complete, consultants’ time should be added. This allocation calculated by the Blue Plan is not necessarily found in the previous or subsequent years.
- b) The fundings (K\$) are the total amounts recorded for the two-year period 2000-2001 in the financings provided by the MAP for specific activities (column A, \$455,000) and the financings by external contracts (column B). In addition, the MAP finances part of the staff in the framework of a global allocation (\$970,500 for 2 years).
- c) The activities marked by an asterisk are proposed for continuation in 2002. Additional financing is sought for 2002 for the activities marked by ** and for 2003 for the activity marked by ***.

3 Blue Plan achievements

The main Blue Plan achievement is to have contributed to making sustainable growth recognised as an issue needing to be taken into account in the Mediterranean region and to have indicated possible ways of achieving such growth. The Blue Plan has helped raise awareness of the real issues at stake common to all the Mediterranean countries, of the need for solidarity in the field of the environment and for concerted action to promote sustainable development despite rapid demographic and urban growth in the southern and eastern Mediterranean riparian countries. This result was achieved by the exchange of

information, experience, and reflections between decision-makers and research teams in the region on multiple occasions.

These reflections led to the emergence of a consensus on the fact that, to a very large extent, the pollution of the Mediterranean region and the state of its ecosystem resulted from land-based activities along the Mediterranean rim, that there was a danger that development would not be sustainable and that to dissipate such a danger, economic and territorial development, in addition to environmental protection had to be better integrated within each country. Among the main issues the Blue Plan identified integrated management of the coastal regions, exhaustion of water resources, tourism and the preservation of the land eco-systems. Moreover, the Blue Plan provided assistance in the studies by the MCSD, a think-tank organ of importance in the field of sustainable development in the Mediterranean region. This assistance concerned priority themes for which the Blue Plan benefited from the participation of competent figures in various countries on the chosen themes (tourism, water, etc.).

Among the most visible results are:

- a) numerous studies and evaluations, particularly in relation to systemic and prospective analysis, and the implementation of sustainable development;
- b) the installation of information and observation systems for sustainable development both at national and international level;
- c) the collection of statistical data on the environment and the determining of indicators for sustainable development;
- d) the circulation of knowledge in the form of information, training and assistance;
- e) the formulation in a participative framework of proposals for action and recommendations.

Among these results, the following merit particular mention:

- a) The publication in 1989 of the report, "The Blue Plan: the Futures of the Mediterranean Basin" (442 p.), in five languages². In addition, a summary in two other languages has been circulated. This work was well received and had a major influence on the Mediterranean region and even further afield since it presented, for the first time, the probable and desirable futures for a region for the year 2025 and showed the presence of non-sustainable developments. It was used by some Mediterranean countries to prepare their environmental strategies and plans, and also in an international plan to prepare Action 21 (1992) and Agenda MED 21 (1994). It alerted some major players in the region and in Europe to the issues at stake;
- b) during the 1990-2000 period, the preparation and publication of a series of ten thematic monographs (entitled "Blue Plan Fascicules") that provide information, analyses and proposals on a number of important issues, for instance fishing, forests, tourism, energy and

² French, English, Arabic, Spanish and Turkish (the publication in three languages is out of stock). Summary in Italian and Croatian. 1500 copies printed in French by Economica, 3000 copies in English by Oxford University Press.

transport in the region. Several of these volumes are out of stock ³ and three new volumes are planned for 2001;

- c) progress regarding sustainable development statistics and indicators has led to the definition of 130 indicators judged appropriate for the region. Sheets giving 50 indicators were published in French and English in 2001 along with a glossary designed to facilitate the collection of harmonised data. An additional set of 20 indicators is under preparation. Training courses have been offered on themes such as waste, soil and water statistics. Assistance has been provided in the setting-up of several national sustainable development observatories and in the collection of environmental statistics in the framework of national institutes for statistics. This was all made possible by the substantial allocations granted by the European Union and such activities could be continued in the framework of multi-lateral aid. The continuation of such work is a major challenge aiming to improve data collection and to obtain statistics for several countries that have not yet the structures for collecting environmental information;
- d) the studies relating to water in the Mediterranean region have been summarised in a bilingual document presented at the Second World Forum on Water held in La Haye in March 2000. It contains the result of common reflection aiming to modify water policies in order to give preference to demand management rather than increased resource availability. This study was used to prepare the "World Vision of Water" that was the basic document presented at La Haye;
- e) original studies were carried out on priority themes in the field of free trade and the place of tourism in sustainable development in the Mediterranean region. Recommendations of a political nature were drawn up for the MCSD;
- f) work on integrated management of coastal regions was continued with the RAC/PAP and the other RACs in order to conduct operations in specific contexts with the full participation of players out in the field. The latest work carried out on the coastal regions (Sfax and Malta) appears promising ⁴;
- g) the sustainable development policies and institutions are presented in the country profiles, for instance that of Lebanon published in 1999⁵ and Tunisia in 2000.

During the 1996-2000 period the Blue Plan published or circulated an average of 12 reports or studies per year, to which should be added presentations at conferences and workshops (Appendix 4). It also organised some twenty seminars and workshops gathering, in all, 500 participants in 2000, thus usefully contributing to the training of specialists in the region.

³ A total of 1500 copies of these country profiles were published in French by Economica, including 300 that were circulated free of charge. The « Water » fascicule was published in Arabic and English and is currently under revision.

⁴ Studies for the coastal regions of Lebanon and Algeria are under way. Past studies include the major work on Iskerderun.

⁵ Circulation: 340 in English and 280 in French. In addition, profiles were draw up in 1995-98 for the following countries : Albania, Algeria, Egypt, Morocco, Tunisia and Turkey.

Table 2. A rapidly expanding activity

Year	Tot. exp. (MFF)	N.Sal. %Sal.	Salaried emp. men-month	Consultants % salaried emp.	Total M.M.
	(a)	(b)	(c)	(d)	(e)
1993	5.5	1.13	115.5	35	156
1994	5.3	0.92	132.5	14	151
1995	5.7	0.85	157.5	20	189
1996	6.9	0.98	168.0	14	191
1997	8.1	0.91	207.5	19	247
1998	6.8	0.66	201.0	9	219
1999	9.0	1.16	203.0	40	284
2000	11.6	1.25	230.5	28	294
Aver.	7.4	0.99	176.9	23	216

Notes:

- a) Total expenditure (not including the salaries of persons made available).
- b) Expenditure other than salaries in % of expenditure for staff salaries
- c) Salaried staff including persons made available (in men-month).
- d) Consultants: ratio between the consultants' fees and the salary costs for salaried staff
- e) Total MM: equivalent in men-month of salaried staff and consultants (obtained by multiplying the column c by (1+ column d).
- f) Conversion factor in 2000: 1\$ = 7.57 FF, 1 Euro= 6.56 FF. MFF = millions of French francs.

The usefulness or use made of these studies at national level varies greatly between countries and depends on the degree of development of their environment policy. Use also depends on the role played by the Focal Points and the Contracting Parties' representatives that circulate the reports to a more or less large number of potential users.

The Blue Plan's multi-disciplinary work is carried out in a Mediterranean context under serious tensions and with the support of countries at very different degrees of development. From a quantitative point of view, study productivity seems very satisfactory for a centre functioning in an unstable international context. However, in conformity with its public service mission with an international vocation, the Blue Plan's functions are not limited to the production of studies since it must play a consultancy and capacity-reinforcement role, and maintain the links with the Contracting Parties.

4 Product Quality

According to the persons questioned the Blue Plan studies are considered, in the framework of their discipline, as having great value. Several indirect indicators show that these studies are generally highly respected:

- a) the budget and staff are constantly growing (Table 2. A rapidly expanding activity and Figure 1);
- b) external partners such as the European Union and the World Bank have provided substantial financial backing;

- c) numerous persons have given and continue to give their voluntary support to Blue Plan activities;
- d) the Contracting Parties' representatives willingly participate in the events organised by the Blue Plan and appoint high-level experts;
- e) the UNEP cites the achievements of the Blue Plan as an example of what co-operation at regional level can contribute.

Whilst the Blue Plan studies are highly appreciated, they could, nonetheless, deal with certain questions in greater depth to enable the studies' users/addressees to better understand what must be done, what measures they must take and what concrete projects they could work on.

5 Product circulation

At the meeting in Tunisia (1997), the Contracting Parties invited the Blue Plan to "improve its communication activities by wider circulation of its results and products, as far as possible in French and in English". Some people underlined the insufficient circulation of the Blue Plan products and considered that the Blue Plan "does not communicate enough" or is "weak at making known" (information, training, public relations).

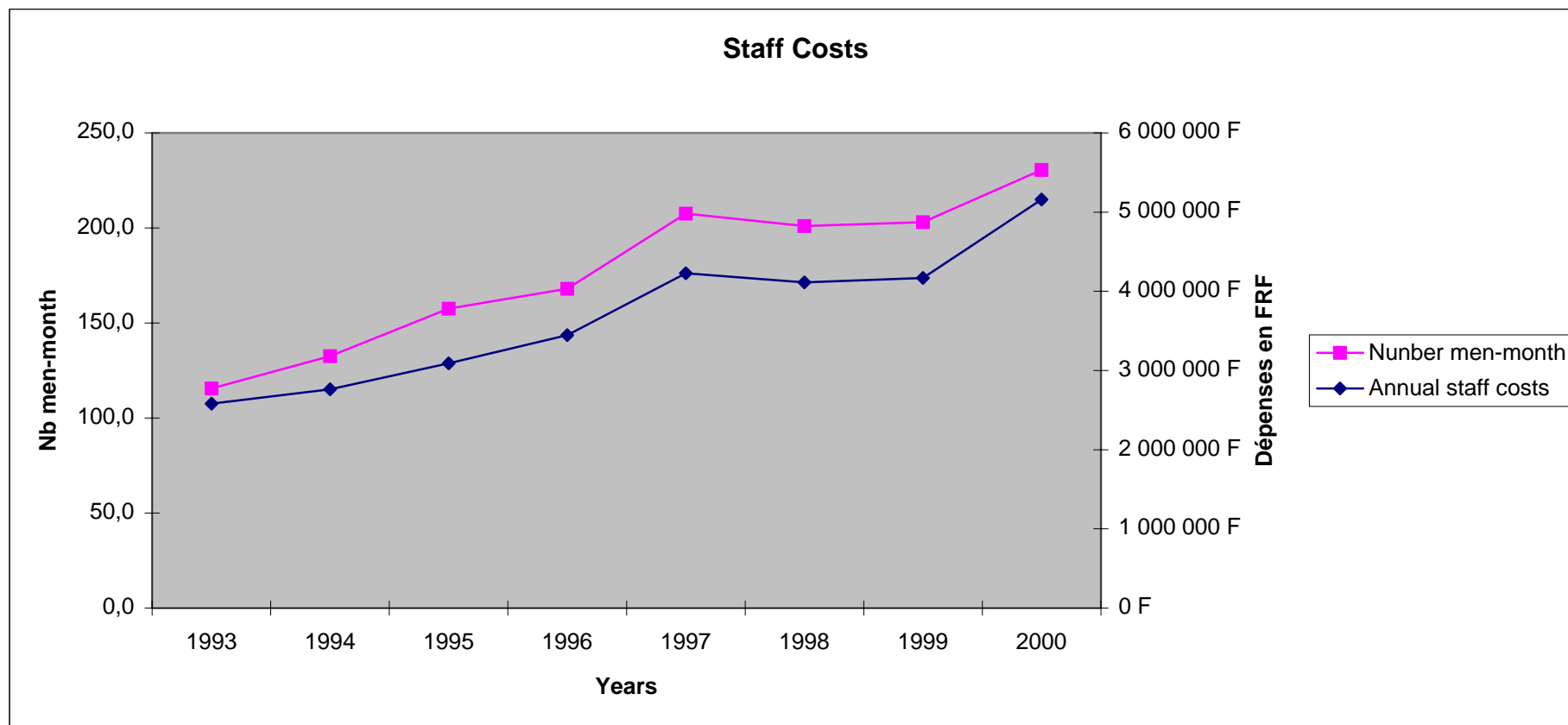
Following these remarks, the Blue Plan has taken important measures over recent years to improve its communication policy.

5.1 Report Circulation

The numerous Blue Plan reports are systematically sent to the Contracting Parties and specialists who have shown interest in the studies. This direct circulation is completed by circulation in response to requests sent to the Blue Plan. Recently, numerous reports have been made available for downloading from Blue Plan's Internet site.

Roughly 300 copies of free reports are circulated. Paid circulation by commercial publishers of the "fascicules" in French totalled 1500 copies compared to 3000 copies for the report "The Blue Plan, Futures of the Mediterranean basin" in English. Some fascicules have been out of stock for several years.

Figure 1. Staff Costs (men-month and MFF)



In several cases, circulation was hindered by the fact that readers would have liked to have texts in languages other than French. The majority of the fascicules only exist in French since funds for translation are lacking.

5.2 Circulation of brief notes for a wider public

To correct the insufficient circulation of long reports, the Blue Plan has prepared short notes or summary reports for decision-makers. There are, for instance, short working papers on tourism, water, and the impact of free trade. In the field of water, a summary report of 4 pages was prepared in French and English. Other short notes are under preparation.

5.3 Circulation of a general brochure and launching of a Web site

In 1998 the Blue Plan produced an attractive general brochure (32 p) in English and French in which Blue Plan activities are briefly described. It circulates General Reports to the Contracting Parties, which constitute very good summaries of its activities and work plans.

In October 2000, the Blue Plan launched its Web site in French. This contains more than 200 pages of varied information on its activities, results and publications along with more than 20 downloadable reports. The English version of this site was launched in 2001. The site is well-designed, regularly updated and very user friendly. It transmits a positive image of the Blue Plan and should contribute to making its activities known to a wider public. It needs to be made better known to users in the region. At present the site in French receives some 1000 visits per month.

On the "google.com" search engine, the Blue Plan is cited 250 times in each language, which makes it possible to find many texts concerning its activities.

6 External liaisons

The Blue Plan is in constant liaison with the Contracting Parties, their institutions and partner organisations. Each year it organises close to twenty international meetings, workshops and seminars bringing together more than 500 persons in all. These meetings are for training, preparing reports and discussing conclusions and, in more than half the cases, take place outside Sophia Antipolis⁶, enabling the Blue Plan to become better known in the Mediterranean Basin.

6.1 Liaisons within the MAP

The Blue Plan co-operates with the PAP/RAC and the other Regional Activity Centres in activities of common interest. It recently participated in the Malta coastal development programme, based on a participative approach with the local authorities, and worked with the other RACs to create a set of indicators for sustainable development.

The Blue Plan works in close collaboration with the MAP Co-ordination Unit (the MEDU) and responds to its requests. It participates in the meetings of the Barcelona Convention Contracting Parties and the MCSDD, and provides its assistance in the latter's activities. The Blue Plan does not undertake any activity that does not correspond to the guidelines fixed by

⁶ In 1999-2000, there were 39 meetings, of which 16 in Sophia Antipolis, 6 in France, 6 in the other northern-riparian countries, 2 in Split, 3 in Malta and 6 in the southern and eastern-riparian countries (Egypt, Israel, Tunisia, Turkey (2), Palestinian Authority).

the Contracting Parties and ensures that the Contracting Parties receive information gathered in the framework of studies carried out under contract.

The Blue Plan Focal Points have not met as such since 1993 due to a limited budget, but there were MAP Focal Point meetings that contributed to the monitoring of Blue Plan activities. The Blue Plan has kept in contact with its focal points on an ad hoc basis (missions, visits, workshops and seminars). A first joint meeting of the Blue Plan, PAP and Environment Remote Sensing (ERS/RAC) Focal Points was held in June 2001.

For the future, and taking into consideration the cost of this type of meeting, it could be envisaged that the MCSD plays, in a certain way, the role of a focal structure for the Blue Plan and the PAP/RAC.

6.2 Liaisons at world level

The Blue Plan has established close relations with the World Bank, UNDP, EIB and the European Commission in the framework of the Mediterranean Technical Assistance Programme (METAP) that provided substantial financial backing. It has technical contacts with the appropriate international organisations, in particular the United Nations for the indicators, the World Tourism Organisation (WTO) and UNESCO. It is in constant contact with the International Centre for Advanced Mediterranean Agronomic Studies (ICAMAS), FAO and the Global Water Partnership (GWP). It participated in a "Tour Operator Initiative", an operation launched by UNEP, WTO and UNESCO in the field of tourism. The liaisons with co-operation activities relating to the other regional seas are ensured by the MEDU.

6.3 Liaisons at European level

The European Union, as a Contracting Party, closely monitors the studies under way. It has signed partnerships with the Blue Plan (DG Environment, European Environment Agency, Eurostat, DG External Relations). The Blue Plan has received major financial backing (Life-Third Countries and MEDSTAT programmes) and replies to calls for offers in order to finance new activities. In the future it hopes to continue to contribute to activities undertaken in liaison with the Euro-Mediterranean partnership, in particular in the areas of tourism and statistics. It is in regular contact with the Ispra Joint Research Centre (JRC).

6.4 Liaisons with host country and its institutions

In France the Blue Plan receives the backing of the Ministry for Foreign Affairs, Ministry for Agriculture, Ministry for Regional Development and the Environment and several regional authorities (Languedoc-Roussillon, Hérault, Provence-Alpes-Côte-d'Azur, Alpes Maritimes, etc). It works in liaison with institutions such as the French Institute for the Environment (IFEN), Délégation à l'aménagement du territoire et de l'action régionale (DATAR), etc., and with several universities.

Each year the association that is governed by French law and ensures the management of the Blue Plan holds a meeting of the Board of Directors in Paris. The representatives from the various French Ministries and institutions, and key figures in relevant fields participate in this meeting at which the association's activities, accounts and budgets are discussed.

6.5 Liaisons with other institutions

The Blue Plan has conducted its activities in partnership with the Centre for Environment and Development for the Arab Region and Europe (CEDARE, Egypt) in the field of wastes and with the Institute for Prospective Technological Studies (IPTS, Spain). Its liaisons with national institutions or universities in Europe, outside the host country, could be further developed.

6.6 Liaisons with the civil society and the scientific community

The Blue Plan involves the civil society as much as possible in its activities. The NGOs, professional organisations and town councils participate in actions such as workshops and analyses of coastal development plans or the evaluation of the impacts of a free trade area. Documentation is systematically sent on request. The Blue Plan participates in numerous external events to present its activities and help raise awareness regarding sustainable development.

7 Perception of the Blue Plan by the Contracting Parties. The Points of View of a few Partners.

The evaluators met the representatives of several Contracting Parties with whom they had the pleasure of discussing the Blue Plan in some depth. General opinions are given below country by country whilst criticisms have been grouped for presentation. The evaluators warmly thank all concerned for their help in preparing this Report and for the frankness with which the opinions were expressed.

7.1 France

The French representatives expressed a very positive opinion of the quality of the Blue Plan's work and its usefulness in the framework of the dialogue with the Mediterranean countries. They emphasised the possible contribution of the Blue Plan to the formulation and implementation of activities financed by the MEDA and the SMAP. To promote regional co-operation they considered it was necessary to continue the Blue Plan activities for which they wished to maintain their financial backing.

7.2 Tunisia

The Tunisian representatives highlighted the very positive role of "The Blue Plan, Futures of the Mediterranean Basin" report and its influence on the concrete realisation of sustainable development in Tunisia, and the meaning to be given to the concept of policy integration. The Blue Plan work was a driving force for the preparation of the Agenda MED 21 and for the setting-up of institutions responsible for promoting the protection of the environment or sustainable development. According to these representatives, the Blue Plan has greatly contributed to strengthening "Mediterranean awareness" in the field of the environment and even beyond.

7.3 Greece

According to the Greek representatives, the Blue Plan had the merit of giving a precise meaning to the concept of sustainable development and to showing how to carry out a prospective analysis in the Mediterranean region. After a first prospective phase, the Blue Plan was able to adapt to the new Mediterranean concept and conduct more immediately

useful activities such as the preparation of indicators for sustainable development and tourism. The current Blue Plan studies are much closer to decision-makers' concerns and therefore more useful.

7.4 Syria

The Syrian authorities place great importance on the work concerning scenarios at national or regional level that have been used by the State Commission for Planning. Environmental concerns are now taken into account in Syria's five-year plans. The authorities are very favourable to activities relating to capacity reinforcement, training, and sustainable development indicators and statistics.

7.5 Lebanon

In Lebanon the authorities are very interested in the activities targeting the creation of sustainable development observatories, the preparation of indicators for sustainable development and the reinforcement of the country's capacities. They used Blue Plan work when the Lebanese Development and Environment Observatory (LEDO) was set up.

7.6 European Union

Over the past years the Blue Plan has conducted useful work related to sustainable development, for instance in the field of water, environmental and statistical indicators, and the impacts of a free trade area. It considers it essential that Blue Plan activities should take into account the co-operation priorities in the region and be conducted in such a way as to lead to concrete results and real improvements at environmental level in the region.

7.7 Other countries

The evaluators were not able to visit all the countries in the region and sent a questionnaire to the Focal Points for the countries that were not visited. Nine countries replied to this questionnaire (Bosnia and Herzegovina, Croatia, Israel, Italy, Morocco, Spain and Syria).

The general opinion is that past and present Blue Plan activities are extremely useful at national level for the promotion of sustainable development. The themes that attract the countries' greatest attention are the issues at stake in the Mediterranean region, prospection, capacity build-up, in particular as far as environmental statistics and indicators are concerned, studies relating to the creation of a free trade area and thematic activities. The countries stress the need to take into account governments' concrete concerns, the assistance to be given to the new national institutions, the interest of South-South exchanges, and the usefulness of recommendations and manuals for the solution of sustainable development problems. They would like the Blue Plan to provide them with more direct assistance in the concrete implementation of recommendations and to monitor more closely the progress of this implementation. They are very favourable to the secondment of government officials to the Blue Plan, subject to financial assistance.

7.8 Split PAP/RAC

The PAP/RAC representative stressed the fact that the centre is conducting studies on applications in the short term on a local scale, which are complementary to the Blue Plan's long-term strategic work. It considers that the Blue Plan and the PAP have co-operated efficiently and fruitfully over recent years on coastal region development programmes (for example, Malta).

7.9 Non-government organisations

A few NGOs were also questioned. They judged the work to be good and wished to see it continuing in the direction of its application to concrete situations. Blue Plan actions could be brought much more to the attention of the general public, decision-makers and sponsors (in particular in Brussels). They highlight the slowness, bureaucratic red tape and vagueness that remain a barrier to co-operation in the region, a situation from which the Blue Plan, in particular, suffers. They would like co-operation to be strengthened with the full participation of the civil society, an indispensable element in achieving sustainable development.

7.10 Criticisms expressed during the interviews

Several of the interlocutors met made suggestions or criticisms concerning certain aspects of the Blue Plan. Whilst they recognise the positive contributions of the work early in the 1990s, they stress the need for socio-economic analyses that are detailed enough to help decision-makers, especially those that have the greatest difficulty in conducting sustainable development policies. They highlight the lack of statistical data in certain countries in the region and the priority to be given to this aspect. They are interested in the future Environment and Development Report but consider that after completion of this report the Blue Plan should be devoted to other tasks, in particular directed at capacity building and expert training.

Since the Blue Plan now finds itself in a situation where there are several other international institutions responsible for regional co-operation in the field of sustainable development, they judge it essential for it to provide concrete, specific assistance to the Mediterranean Basin serving, in particular, the needs of the southern and eastern Mediterranean riparian countries. In this way it will differentiate itself from the bodies that look into very general aspects. All recognise the quality of the reports that have been produced but are concerned that they do not go far enough in the direction of implementation and that, above all, they often are not followed up.

They stress the need to propose concrete measures and precise recommendations to the countries and the absence of visibility out in the field of certain activities that remain simple exercises between experts without much connection with reality. They would like to see the activities implemented by the Blue Plan to be monitored so that progress and weaknesses can be observed but also warn against any excessive use of too detailed questionnaires taking into account the current level of knowledge. Some interlocutors consider that the Blue Plan adopts an approach more similar in its conception to that of a French centre than a Mediterranean centre. Moreover, the synergy between the Blue Plan activities and those of other RACs does not always appear to be obvious. The volume of activities generated by the MCSD is also criticised.

This list of criticisms should not be interpreted as characteristic of the general opinion of Blue Plan work. It is just an overview of the remarks of some, based on individual sensitivities and centres of interest. In some cases the criticism was based on insufficient or outdated information or reflected a political situation specific to the country. In a few cases the interlocutors were probably speaking in general of the actions of co-operation implemented in the framework of the MAP and, by assimilation, applied their remarks to the Blue Plan. Comparisons were even carried out between the results achieved by the various RACs. Some criticisms and suggestions are dealt with in the remainder of the report or taken up in the proposals.

D. SUMMARY EVALUATION

1 Special characteristics and impacts of the Blue Plan approach

The Blue Plan had the merit of adopting, very early, a sustainable development approach and conducting, for the first time, a systemic prospective analysis of all relationships between economic, social and environmental development for a region covering both developed and developing countries united by a long, common cultural tradition. At the time when the need for sustainable development began to be recognised at international level (Brundtland Report, 1987), the implementation of this concept in the Mediterranean region was described in the report, "The Blue Plan, Futures of the Mediterranean Region", published in 1989. Prospective studies have made it possible to set up credible scenarios for the evolution of the region and gave decision-makers fruit for reflection. The Contracting Parties' representatives have become aware of the non-sustainable nature of certain developments and have decided to look further into the first analyses.

As regards statistical data, significant progress has been accomplished or is well under way in several countries in the region (setting-up of observatories and publication of data on the environment). The indicators for sustainable development are under preparation and some of them have already been published.

Whilst the initial Blue Plan work was of a rather general nature at the level of the region as a whole, recent studies have been better underpinned by precise information and are in tune with the realities that confront local players in the sustainable development field. The emphasis is now placed on proposals for action and modifications that could be made to policies already being applied.

The Blue Plan has undeniably played the role of catalyst in the setting-up or reinforcement of environment departments and national environment observatories, and in the consideration given to issues linked to sustainable development in certain countries in the region. However, it is not easy to pinpoint the exact impact of Blue Plan work in relation to the impact of other actions of a similar nature conducted at international or regional level. Moreover, the extent of this impact varies according to the level of environmental protection in the countries at the end of the 1980s and the resources allocated to sustainable development in the 1990s.

2 Financial backing given to the Blue Plan

Initially, the Blue Plan was solely financed by the UNEP/MAP (special allocation funds) and by France. Since 1991, the MAP has increased its Blue Plan funding bringing it back to its mid-1980 level. It currently has at its disposal 10% of all MAP resources. The French contribution to the Blue Plan has also increased. In particular, the allocation from the Ministry for Regional Development and the Environment rose in 1995 from 600,000 FF to 700,000 FF per year⁷. As for the Ministry for Agriculture, it now makes two top officials and an environmental expert available to the Blue Plan. The Monaco government has also sent an official on secondment to the Blue Plan for 21 months.

As time has passed the Blue Plan has sought and obtained major external assistance from international institutions (World Bank/UNDP/METAP, UNESCO, WMO, ICAMAS), European institutions (DG Environment, Programmes LIFE-Third Countries/Observatories and Indicators, MEDA, MEDSTAT programme) and various French bodies (Ministry for Foreign Affairs, IFEN, DATAR, regional and local authorities, etc.).

⁷ In \$ of 1995: from \$120 000 to \$140 000.

During recent years (Table 3), financial backing from sponsors, other than the MAPs and the French ministries, has represented roughly half the Blue Plan's financial resources. These additional resources have allowed the Blue Plan to achieve a critical size in 2001 and to conduct a vast programme of activities in response to numerous requests. However, the extent of funding based on contracts for limited periods, that is to say 2 or 3 years, (7.6 MFF in 2000) compared to those linked to a long-term policy (8 MFF) has created uncertainty that is detrimental to long-term action.

Table 3 Blue Plan Financing in 2000

	MFF*		K\$*	
Basic financing:				
MAP (Contracting parties)	4.5		594	
Ministry Envir. (France)	0.7		92	
<i>Sub-total</i>		5.2		686
Additional financings:				
MEDSTAT (EU)	4.8		634	
LIFE-Indicators (EU)	1.9		251	
Sundry (France)	0.4		53	
Sundry (international)	0.5		66	
<i>Sub-total</i>		7.6		1004
<i>Sub-total financings</i>		12.8		1690
Staff made available				
France	1.7		224	
Monaco	0.3		39	
Premises made available				
France [Alpes Maritimes Departmental Council]	0.8		106	
<i>Sub-total made available</i>		2.8		370
TOTAL		15.6		2060
The Blue Plan staff:	20.5 persons-year in 2000			

Notes:

- This total does not include the office made available to the Blue Plan Chairman at UNESCO (Paris) and the voluntary help provided by several key French figures who actively contribute to the proper running of the Blue Plan association and to certain publications. In addition, aid is provided by the co-organisers of the Blue Plan external meetings. Between 1998 and 2000, Blue Plan expenditure increased by 70%.
- The French contribution to the MAP budget is 38% and to the EU 16%.
- The financings expected for 2000 exceed real expenditure. In the case of excess, the amounts that have not been spent are carried over to the following financial period. However unspent amounts are not carried over beyond a 2-year period.

* Average for 2000-2001. Conversion factor in 2000: 1\$= 7.57 FF. \$K=\$1000. MFF: millions of FF.

Table 4. The Blue Plan Publication Effort

Year	Reports	Pages	Reports per salaried man-year
1996	11	602	0.79
1997	4	266	0.23
1998	11	1 093	0.66
1999	15	1 056	0.89
2000	23	2 721	1.20
Average	13	1 148	

Notes:

- Reports published by the Blue Plan for which more than 10 copies are circulated or made available for downloading on the Blue Plan Internet site (not including reports for which fewer than 10 copies are circulated and internal reports).
- The ratio is given in relation to all staff. It would be doubled if we took into account the number of report authors on the staff.
- The list of reports for 2000 appears in appendix 4.

It can be seen that the Blue Plan does not, for the moment, have funds at its disposal, which are provided specifically from several industrialised Mediterranean riparian countries, professional communities or private trusts, although such funding for targeted activities are conceivable.

3 The cost-efficiency ratio for Blue Plan activities

3.1 Costs and resources

To conduct its activities the Blue Plan calls on permanent and temporary staff that currently represent 20.5 persons-year of whom 12 persons for study work and 8.5 persons for administrative work, management, accounts, documentation, computer work, concrete organisation of meetings and workshops, and secretarial work. This ratio compares favourable with that found in institutions with similar international activities. In addition, the Blue Plan calls on numerous consultants and partners to help it in its work (more than 25 consultants in 2000, see Table 5 for the geographical distribution).

The salary level is similar to that of French government officials but without bonuses or security of employment. Costs would be much higher if the Blue Plan salary scales were those applicable in the UNEP and lower if the Blue Plan were to be located in a country where the cost of living is low. Table 2 shows that Blue Plan staff must manage an increasingly voluminous activity programme (a 25% increase for 2000 in the non-salary/salary expenses ratio compared to the average for the period, which implies a heavier administrative work load). Consequently, staff are required to work numerous hours of overtime to deal with the workload, certain items of which do not appear in the budgets (e.g. seeking new contracts, staff training in an expanding structure).

The total amount of expenditure and the resources made available amount to 15.6 MFF in 2000 (\$2 million). The distribution of resources in men and allocations by project or by subject is only known for more recent years (**Table 1**), which makes difficult an analysis by target.

3.2 Results

When considering this expenditure, the results of Blue Plan action in the framework of the MAP and specific contracts should be taken into account, in particular:

- a) Blue Plan's influence on the implementation of sustainable development in the region,
- b) training and capacity build up in the Contracting Party countries,
- c) transfer of knowledge and
- d) visible results such as:
 - preparation and publication of numerous reports and studies,
 - constitution of data bases and indicators.

The results are described in section C.3 above. They are very difficult to quantify, due to the lack of indicators for impacts, success or results.

Blue Plan production in the form of reports (

Table 4) has greatly increased over the recent years and appears significant for this type of international activity taking into account the staff allocated to this task. However, the Blue Plan cannot be judged on such a simple criterion since its functions are not limited to just

producing reports and statistics and, in any case, report production does not constitute, in the framework of Mediterranean co-operation, a good indicator of results.

Although we have no reliable indicators or methodology at our disposal, it appears reasonable to conclude that, taking into account the recognised quality of the activities and their scale, the Centre's cost-efficiency ratio is very favourable.

4 Advantages, obstacles, strong and weak points, and priorities

The Blue Plan's main advantage is to conduct an activity of co-operation between countries that feel they are part of the Mediterranean world, with its history, its common traditions and its very important cultural exchanges. The main obstacles result from the differences in the economic development levels of the Contracting Parties, the conflicts in the region and the variable priority given by Europe to North-South relations.

The following strong points enable the Blue Plan to overcome these obstacles:

- a) the determination of the Contracting Parties to co-operate in order to facilitate sustainable development;
- b) a long tradition of quality work and a multi-disciplinary, competent, stable and well-equipped team;
- c) a competent board of directors benefiting from the assistance of key figures of repute;
- d) a certain management flexibility and the possibility of receiving allocations from community or international institutions;
- e) the constant backing of the host country and the MAP.

In the initial phase, the Blue Plan's weak points were:

- a) the general nature of the studies and analyses conducted at country level;
- b) a methodological approach that was sometimes not properly understood outside the host country;
- c) too much importance attached to general socio-economic considerations to the detriment of environmental or politico-legal considerations;
- d) the relative lack of data in figures and information on questions of space planning and the protection of the environment;
- e) the timorous conclusions and proposals that do little to mobilise the players who are directly concerned or to provide inadequate answers to every day problems;
- f) the low level of usefulness of study results for countries that are faced with the problems of a newly set-up department for the environment.

These weaknesses have been gradually corrected over the past ten years. Indeed, the Blue Plan:

- a) has passed over to examining high priority themes such as water, the town and tourism;
- b) has co-operated in the examination of the development of specific coastal regions by increasingly involving the players out in the field in its work;
- c) has more data and concrete information at its disposal following the installation of sustainable development observatories and environmental statistics departments in the countries;

- d) organises training seminars to promote the implementation of sustainable development in the Contracting Party countries and the reinforcement of statistical capacities;
- e) publishes country profiles where the legal-institutional aspects are indicated;
- f) conducts economic-focused research, for instance on the envisaged creation of a free trade area;
- g) calls on experts and consultants from all the countries in the region and involves the Contracting Parties' representatives more closely in its work.

This action has made it possible to reinforce environmental protection in national policies but the priority given to rapid economic growth still has negative impacts on the environment in the majority of the countries in the region. This de facto situation cannot, of course, be attributed to the Blue Plan.

The main difficulties confronting the Blue Plan today are as follows:

- a) the risk of trying to deal with too many subjects (that can affect the quality of the analyses);
- b) the limited human and financial resources that make it difficult to execute studies in greater depth and improve communication;
- c) the difficulty of increasing the financial resources provided by the Contracting Parties;
- d) the risk of financial instability caused by the uncertainty of external contracts;
- e) studies that are insufficiently circulated;
- f) an image that is not "Mediterranean" enough.

These difficulties affect an important activity that is highly appreciated by all the Mediterranean countries. In order to satisfy the desires of the Contracting Parties, it would be necessary to make a few modifications that would not affect the core organisation but would have an impact on the budget. Proposals intended to solve these difficulties are set out in the following section.

E. PROPOSALS

According to the analyses carried out by the evaluators and the opinions gathered, the Blue Plan activities are extremely useful and the Barcelona Convention Contracting Parties have a positive image of these. The results over the past few years are very positive and many of the criticisms correspond, in fact, to a previous period or have already been corrected. The difficulties revealed in the surveys merit, however, further analysis.

This section contains suggestions submitted for the attention of the Blue Plan, MEDU, the Focal Points and the Contracting Parties with a view to reinforcing the efficiency of the Blue Plan activity programme and improving its organisation, functioning and liaisons.

The size of this section should not be negatively interpreted since the evaluators wished to make precise suggestions on a series of aspects that remain, nonetheless, relatively secondary. They are aware that certain suggestions are already under consideration or their implementation is already partly under way.

The main message is that the Blue Plan should be closer to its users and focus more on the desired impact of the messages on their readers rather than the perfect drafting of reports that back up these messages. Therefore, the approach should be more target-orientated than

product-orientated, since, according to the evaluators, the Blue Plan's *raison d'être*, or reason for existence, is, above all, to promote and assist Mediterranean co-operation, at the service of capacity building, and policy and strategy evolution in the countries. The production of studies on the protection of the Mediterranean region is only one of the methods for achieving this end. Likewise, it should focus on proposals that enable the countries to use the results themselves after developing conceptual approaches and methodologies.

A summary of the main suggestions made below is given in Appendix 5.

1 Programmes (main priorities in the short and medium term)

The Blue Plan is mainly directed at reflection, backed up by indicators, and the development of institutions designed to promote sustainable development. It contributes to capacity building but cannot replace bilateral or multilateral aid in this field. Unlike other MAP activities, this activity has more a "policy" orientation than a "scientific" orientation and concerns more the land than the sea. In this respect, Blue Plan's various activities are complementary to those of the other MAP RACs.

1.1 Main priorities for 2001-2002 (Table 1)

Blue Plan's current priorities for the next twelve months, that is to say prospective analysis, promotion of sustainable development, indicator development and research into a few priority themes, correspond to the guidelines set by the Contracting Parties.

In this respect, priority should be given to preparing the Environment and Development Report within the fixed deadlines with substantial funds devoted to this task, and ensuring that its contents are more concrete than those of the 1989 Report. The Blue Plan can use the data base that it has accumulated but there is, nonetheless, the risk that it will lack resources and sometimes even information for carrying out, within the deadlines and in two languages, a well-researched retrospective and prospective study. Special attention must be given to the collection of information on the Report's priority themes such as water, wastes, tourism and agriculture.

Over the next months the Blue Plan would do well to be fully involved in meetings of regional development decision-makers in Mediterranean riparian countries in order to discuss the basis of the 2003 Report, to involve, right from the outset, these decision-makers in the Blue Plan approach to sustainable development and to highlight the contradictions that can occur at territory and sectoral policy level. In addition special attention must be given to the costing of the projections part of the prospective studies.

In accordance with the Contracting Parties' recommendations, the Blue Plan must also continue:

- a) the activities designed to improve the statistical data base on the environment and sustainable development for the Mediterranean region, in co-operation with national observatories, statistics centres, the other RACs, the European Environment Agency (EEA), EUROSTAT and other specialised institutions. When the base is nearing completion, in particular in the countries on the southern and eastern Mediterranean-rim, this effort can be reduced;
- b) the studies on the priority themes, for example water management, wastes, agriculture and tourism;
- c) studies relating to prospective aspects of the development of coastal regions, in particular land use;

- d) A training and information circulation drive designed to ensure the messages get through to all the communities and circles concerned. In particular the utmost effort must be made to make it clearly understood that sustainable development implies the real integration of environmental, social and economical policies, which goes far beyond the execution of impact studies or the implementation of pollution surveillance networks;
- e) The actions aiming to reinforce, in the multilateral framework, the capacities of institutional bodies for the environment and sustainable development in several countries;
- f) The preparation of country profiles by further examining the institutional aspects of national environmental or sustainable development plans, measures for implementing these plans and actions undertaken to improve the quality of life. These profiles should comprise a description of the economic instruments for the protection of the environment and current financing methods. This activity could be conducted after 2002 at the rate of one country a year, limited to voluntary countries and excluding all OECD and EEC-UN countries that are already the subject of environmental performance evaluations.

However, if priority is given to the preparation of the Environment and Development Report, it will, no doubt, be necessary to rather limit the other activities in order to concentrate more directly on aspects than can be used in this Report. This will imply the reduction of other activities during roughly one year. Very strict programming of the tasks will be essential for this Report to be completed within the deadlines and additional financial resources will be necessary so that it can be prepared with the participation and support of Mediterranean riparian countries.

1.2 Suggestions for activities in the medium term

Beyond 2003, the Blue Plan should be able to begin new activities to reply, in particular, to the new MAP and MCSD guidelines⁸, which will lead to a review of its priorities. This action should be carried out in co-ordination with the other RACs and could concern, in particular, the following themes:

- i) The Blue Plan could look further into themes important for sustainable development, such as certain aspects of regional development or agriculture, and more in-depth and a posteriori analysis of the positive and negative impacts of the creation of a free trade area on the protection of the environment. This activity would make it possible to compare experience and present the most remarkable achievements, in particular in a context of South/South collaboration, and should be conducted in close collaboration with the competent ministries.
- ii) The Blue Plan could examine the processes for decision-making and financing concerning the development and management of towns and urban services (water and wastes) in order to ensure the durability of actions undertaken at municipal level to protect the environment;
- iii) The Blue Plan could reinforce the study of macro and micro-economic aspects of sustainable development programmes and their financing in partnership with the ministries interested in questions with an economic impact, and carry out a survey on the use of economic instruments in the management of the environment in developing countries. In particular, it could study, in co-

⁸ The last meetings of the MCSD shows that it is increasingly interested in economic and institutional issues and certain aspects of decentralisation.

operation with other institutions, the mechanisms for fixing the drinking water rates in the countries in the Region in order to identify the most promising ways of managing an increasingly rare and expensive resource, and initiate reflection on public/private partnership and the conditions to be fulfilled in order to avoid failures or dangerous drifting. The Blue Plan could also examine, in collaboration with decision-makers in the agricultural sector, the policies and practices governing the management of demand for irrigation water in the countries in the Region, taking into account the social impacts of the measures adopted;

- iv) The Blue Plan could put in place a network of specialists in environmental economics in the Mediterranean riparian countries, in which specialists in the discipline, in particular at university and research institute level, could collaborate. It could undertake, with the environment economists, a reflection on the economic assessment of the damage to the environment and the benefits of more responsible management of the environment for the Mediterranean riparian countries;
- v) The Blue Plan could help in monitoring the implementation of certain recommendations adopted by the Contracting Parties and identified by the MAP⁹ (for instance, water, tourism and free trade). This monitoring could comprise an overview of examples of implementation, difficulties encountered and the solutions found to solve these difficulties with a view to facilitating progress in the implementation of the Contracting Parties' recommendations. It could be based on case studies or discussion forums;
- vi) The Blue Plan could study the reasons why the implementation of sustainable development in certain fields or countries is blocked and the measures likely to overcome such difficulties and promote reflection on social dynamics so that the process of sustainable development can be more efficiently launched.

1.3 Greater in-depth analysis

There is the risk that the Blue Plan is being led to carry out a programme of activities that is too vast for its resources. With a smaller programme the Blue Plan would be able to treat the subjects tackled in great depth and thus better meet users' requirements and, in particular, it would be able to reinforce economic and institutional analyses.

For some users, the Blue Plan reports should be more detailed in order to be of more use to the addressees, for example by looking at implementation methods in greater depth. The recommendations should be more precise and drafted in such a way that their implementation can be verified.

For decision-makers in the region it appears more useful to study concrete solutions rather than to prepare new projections for the long term, to look into the causes for the non-implementation of certain recommendations concerning priority themes rather than to produce new recommendations.

1.4 The need to be selective

At this stage the Blue plan is researching some ten or so main themes (**Table 1**), which seems appropriate taking into account the number of people working at the Blue Plan. The thin

⁹ The MAP should select both the subjects and the centres responsible for monitoring the selected subject. It would be desirable for a first follow-up to be carried out before new recommendations are proposed.

spreading of financial allocations over numerous subjects has been reduced to a minimum, which should make it possible to achieve useful results. However, some subjects appear very vast (for instance, urban development) and the extension of the MCSD fields of activities and reflection, for which the Blue Plan acts as technical support, could lead to some extension in Blue Plan's fields of activity.

To reduce the workload a first measure would be to limit to a minimum the number of subjects dealt with by more than one RAC. Thus in 2001 the MAP finances studies on tourism and water in two RACs. In addition the respective fields of actions should be clearly determined when several RACs are involved in the same subject.

A second measure would consist of reducing the range of activities¹⁰ by fixing an order of priority and limiting activities to those judged useful by the southern and eastern Mediterranean riparian countries and on condition that there is a strong demand from a country (political backing) that is also prepared to give financial backing (for instance, by financing a meeting). This approach would involve restricting studies that have only received limited backing and not necessarily allocating the Blue Plan resources to activities chosen by the MCSD.

A third measure would consist in putting on hold general prospective activities for a few years after drafting the 2003 Report. In other words, to agree that prospective analysis will no longer be the Centre's top priority for a few years, but will be integrated as an instrument serving the other thematic or regional activities.

Concerning the studies generated by MCSD discussions and reflections, it would be useful to draw up descriptions of the tasks envisaged by the organisers so that the Contracting Parties can give their fully-informed opinion on the impacts of the studies on the Blue Plan activity programme in the short and long term.

However, if there is no strong determination on the part of the Contracting Parties to be selective, the dynamics of international relations will inevitably lead to the number of subjects studied increasing more rapidly than the associated resources and to the non-achievement of the displayed goal of selectiveness. This is why the Contracting Parties could envisage some kind of cost-benefit analysis of all the MAP projects in order to eliminate those that appear the least "useful" to them and to avoid financial allocations being too thinly spread.¹¹

2 Organisation, financing

From a structural point of view, the Blue Plan is responsible toward the Contracting Parties meeting and its organs. The MEDU ensures the co-ordination within the MAP and the MCSD plays an important role in relation to the Blue Plan since both work towards "optimum sustainable socio-economic development that does not lead to degradation of the environment" (the Blue Plan mandate adopted in Split in 1977). Consequently, it is quite conceivable for the meetings of MCSD, and the meetings of Blue Plan Focal Points and PAP Focal Points to be more closely linked to reflect the similitude of their concerns.

¹⁰ Important subjects, such as the management of natural hazards, desertification, climate change, air pollution and poverty, have not been chosen for the activities in 2001, which is the sign of a real effort to select.

¹¹ In order to eliminate the projects that provoke less interest taking into account expected results and costs to be incurred, a weighting or grading system must be used to satisfy goals other than the simple cost-benefit ratio that, moreover, is difficult to establish. The development of these mechanisms is the responsibility of the Contracting Parties and diplomacy.

From an organisational point of view, several problems arise taking into account how Blue Plan has evolved recently. The following suggestions are designed to reply to some questions on the future of the Blue Plan and its functioning.

2.1 Maintaining Blue Plan's size

With a rapidly growing team that rose to 20.5 persons in 2001, it appears that the Blue Plan has become large enough to meet many of the demands of the Barcelona Convention Contracting Parties. Taking into account that close to half the team is financed by research projects for a limited period, it would, no doubt, be hazardous to increase its size even more but regrettable not to keep it at its current size. New activities could, however, be added in the framework of long-term programmes with clearly defined financing, possibly in partnership with other institutions.

So that they can benefit to a maximum from the recent investments that they approved, the French authorities and the MAP Contracting Parties would find it useful to keep the Blue Plan's current size for a few more years. In particular, it would be unfortunate if long-term programmes, for instance the environmental statistics programme, were halted before all the results were obtained or that the teams set up to carry out numerous activities for the MCSD were reduced.

2.2 Specifying the distribution of resources (transparency)

The Blue Plan could present each year the way in which it intends deploying its staff among the various projects and sub-projects (expressed in time or in distribution of staff in men-month) and the distribution of resources per project or sub-project. This tentative distribution could show the resources used for each theme, for various contracts, and, if appropriate, for the studies carried in reply to the new MAP demands and, in particular, those from the MCSD.

A special budget line could even be opened for communication and training programmes. The methods used to seek contracts, prepare offers, train staff and ensure translations should also be indicated.

Taking into account the fact that half the activities concern external contracts, it would be useful to complete the current presentations of revenues and expenditure by project or sub-project by giving, in addition, an indication of the commitments in men-month of staff. This table would in particular show how common management and administration expenditure is distributed between the activities that are financed by the MAP and those that are financed externally, and any MAP contribution in kind to external contracts.¹²

2.3 Adapting activities to resources (financial balance and planning)

Short-term balance

The Blue Plan sometimes gives the impression of not being in a position to fulfil the numerous administrative or programme requirements within the deadlines due to staff overload. These delays are not only due to the workload but also to the amount of time devoted to training the

¹² In certain cases, a contract is obtained subject to the allocation to the project of financial resources or resources in kind (some 20% of the amount of the contract) by the MAP. If 50% of a centre is financed by contracts of this type, it must then use 20% of the resources made available to it by the MAP in the execution of this contract. In other words, it is a co-financed programme.

rapidly expanding¹³ staff and to preparing contract proposals. To reduce this pressure, it could be necessary to increase a staff numbers a little to take into account the level of activities and the increase in management charges or, failing this, to reduce the number of subjects tackled.

It would be appropriate to at least explicitly show the budget resources allotted to communication and translation activities, and the other expenditure associated with the possible implementation of certain recommendations contained in this report.

So that savings can be made to finance new activities, the former must be precisely identified (indication of eliminated activities). The method should not be to hope to achieve more with the same resources. Any action that will lighten the administrative or accounting workload borne by the BP/RAC would have very positive effects. In particular, it would be desirable for numerous reports of an administrative nature (plans, progress reports, intermediary reports, final reports, etc.) or of an accounting nature (audits and verifications by the UNEP, French authorities, the European Union, etc.) not to have priority over concrete reports that are, undeniably, more useful for the Contracting Parties. A certain simplification in this field could be envisaged, in particular to reduce the number of reports of an administrative nature¹⁴.

Medium-term balance

In order to give a true image of future activities, it would be useful to complete the annual budgets and work plans by a tentative planning, over a three-year sliding period (two years more) in which would appear the expected or hoped financings for the various activities. The 3-year or even 5-year plan should identify the subjects that will not be tackled if the expected resources are not available, the activities that will stop and those that will start. This planning should encourage a diversification of financing sources and "lobbying" efforts to help obtain sponsoring contracts.

2.4 Seeking diversified partnerships (financing)

As a centre for prospective studies and a think-tank on sustainable development in the Mediterranean region, the Blue Plan will require a mode of functioning that ensures a stable volume of activity over roughly the next 3 to 5 years. From this standpoint the current situation is not entirely satisfactory since some 50% of the research projects carried out by the Blue Plan are contracts for less than three years with renewal uncertain. Its long-term legitimacy is weakened by the fact that its budget risks undergoing sudden fluctuations due to variations in general policies of North/South co-operation, recourse to calls for tenders procedures, and bureaucratic slowness and uncertainties. For instance, Blue Plan activity in the field of tourism has remained on hold for nine months because the reply to the call for tenders was not known.

The countries' representatives could examine whether it is appropriate to take measures to improve the Blue Plan's financial stability in relation to international co-operation activities undertaken at Mediterranean level. In particular, the MAP and the Euro-Mediterranean programme could find a basis enabling them to work together.

Moreover, it would also probably be necessary to seek to diversify external financing in order to reduce the impact of each contract on all research contracts or to obtain contracts for periods of several years. If we compare the 1997-99 and the 2000-2001 periods, what is immediately noticeable is that from an average of 8 external contracts per year, there has

¹³ There has been a recent upsurge in activity (see Table 2).

¹⁴ The number of reports produced by the RACs largely exceeds the number produced for similar programmes in some of the other international organisations dealing with a similar number of Contracting Parties, as, for instance, the OECD.

been a drop to 2.5 per year, with practically the same dependency in relation to external contracts (50%). In addition, all recent contracts are financed by a single body, the European Commission, and no contract comes from host country public authorities or organs dependant on the United Nations. The inconvenience is that diversification will take time and effort, and these will then not be devoted to essential tasks.

In the past, the Blue Plan called on French regional authorities on the Mediterranean rim to finance some of its activities. An extension of this type of partnership with other regional authorities for example, in Spain or in Italy, could be encouraged. It is also possible to envisage the possibility of professional partners at the level of the industrial regions on the northern-rim financing presentations concerning the conclusions of the 2003 Report. Likewise, justifications could be found for co-operation as regards the management of water demand between the countries affected by the lack of water both on the northern and southern Mediterranean rim. The tourist activity developed in partnership with Spain could be financed by several regions interested in this important economic activity.

Moreover, it could be useful to seek the backing of bilateral programmes to help in the financing of actions in the southern or eastern Mediterranean riparian countries, for instance as regards the collection of environmental information or training. Greece¹⁵ and France¹⁶ have already contributed to the reinforcement of means for observing sustainable development in several countries in the Mediterranean region. Other EU countries could follow this example and finance at bilateral level activities backing up the Blue Plan.

2.5 Covering the whole of the Mediterranean region

Whilst the Blue Plan, like the MAP, carries out research for all the region's Contracting Parties, without exception, some sponsors are only interested in a limited number of these in the framework of contracts signed with the Blue Plan. To, nonetheless, cover the entire Mediterranean region and, in particular, the Balkans and Libya, the Blue Plan must find sources of finance in order to treat, without omission, the problems that are presented in the entire region.

2.6 Acting as a service provider (privatisation?)

In theory it is possible to see the Blue Plan using its experience by acting partly as a service provider, for example, by supplying studies to private customers, by organising training sessions for a charge, or by selling publications or even statistics. The disadvantages of this approach would be that Blue Plan would have less legitimacy in the Mediterranean region and lose the right to its tax exemptions in France since it would then be functioning like an ordinary commercial firm. This route appears incompatible with the Blue Plan's mission of public service, and its status in France and within the MAP framework. It can therefore not be taken.

Nonetheless the Blue Plan could participate in events organised in partnership with regional or local public authorities or chambers of commerce and industry, benefiting, on such occasions, from backing to finance the publication and communication of its reports in several languages. Likewise, it could entrust a commercial body with the publication and/or sale, as is the case for the fascicules, of part of its publications subject to the supply of free copies for the Contracting Parties.¹⁷

15 MEDERNIS project: \$140 000 per country for 6 MAP countries.

16 Bilateral backing provided to Morocco and Tunisia.

17 This type of operation, when it can be put in place, gives a low commercial yield for the RAC unless carried out at high prices, which is contrary to the MAP spirit.

3 Liaisons with the Contracting Parties

The liaisons between the Blue Plan and the contracting Parties are the responsibility of the Contracting Parties, the MAP directing organs and Blue Plan staff. In November 2000, the MCSD recommended "improving communication" (subject already mentioned in 1997).

Taking into account the importance of this question for international co-operation, improvements could be envisaged in the following fields:

- a) Improving liaisons with the Contracting Parties;
- b) Reinforcing the "Mediterranean" nature of the Blue Plan;
- c) Increasing the circulation of results.

If measures are decided concerning these fields, the costs should be evaluated and recorded in the budget. A slight increase in budget resources could even be envisaged.

3.1 Improving links with the Contracting Parties

At Blue Plan level

The Blue Plan activity can be justified if it develops in co-operation with all the Mediterranean riparian countries and reinforces their co-operation. With this in mind, greater attention should be given to the consultation of rim countries and communication with these countries even if the production of studies and analyses suffers. What is important is that the addressees should know about the studies carried out and see themselves in the situations described so that they take into account the conclusions. The problem is not so much to determine the right solution but to encourage the decision-makers to choose among several solutions the one that corresponds the best to their specific context.

The organisation of seminars and workshops by the Blue Plan¹⁸ proved very useful in creating consultation dynamics and reinforcing the links with the Contracting Party representatives. The training sessions and the sessions for analysing concrete cases also play a major role in learning to work together.¹⁹ These activities that are highly appreciated by the Contracting Parties could be extended even more since the time seems to have arrived for work "out in the field" with local specialists backed up by foreign specialists. Since the emphasis is on a participative approach and work in partnership, the transmission of information must from now on take the form of exchange of information and experience on concrete achievements and difficulties that have been overcome.

At the level of the Blue Plan Focal Points

The Focal Points have a major role to play in making the Blue Plan better known in their respective countries and in increasing the participation of the various ministries concerned with activities and reflections conducted by the Blue Plan. In fact, the current situation does not always appear entirely satisfactory since the Blue Plan remains sometimes largely unknown.

As the Blue Plan is mainly devoted to sustainable development, it is in constant liaison with the Ministries for the Environment. It could also be in direct relation with the departments in

¹⁸ The number of meetings held in the southern and eastern Mediterranean riparian countries (excluding meetings linked to a CAMP) could be increased to represent one third of the meetings.

¹⁹ In three years, the MEDSTAT project has organised 96 missions in 12 countries the impact of which is considered just as important as that of the regional meetings. In addition, there were 6 training sessions and 24 study visits. This effort was only made possible by the major financial resources provided.

charge of sustainable development in other ministries (for example, agriculture, tourism, town and country planning, economics, public works, etc.).

When consultations take place on subjects falling within the competence of several ministries, it could prove useful to set up, in the Blue Plan framework, mixed groups of experts in collaboration with the Ministry for the Environment and the other Ministries. In this way, this approach could be suitable for tackling the examination of economic instruments, taxation in relation to the environment, tourism, and infrastructures for the protection of the environment.

To facilitate the integration of policies at inter-ministerial level, it could be useful to develop lists for the circulation of Blue Plan reports so that all the interlocutors concerned are contacted directly and not just some of them. In this same spirit, it could prove useful to develop information networks directed at regional and local authorities, the major research institutes and universities, and other players in civil society.

At MAP level

The Contracting Parties are in constant liaison with the MEDU and the RACs, and consequently receive requests for information and questionnaires. Efforts as regards co-ordination could prove necessary in the MAP framework to avoid the countries receiving too many, too similar or too complex questionnaires. Some co-ordination is necessary for the indicators, taking into account the similar activities of the European Environment Agency, Eurostat, the OECD and United Nations organs.

3.2 Reinforcing the “Mediterranean” nature of the internal functioning of the Blue Plan

In financial terms, the Blue Plan depends mainly on allocations from international or European organisations, and to a lesser degree, on resources made available by the French public authorities. The Blue Plan aims to satisfy the requests from the Barcelona Convention Contracting Parties in the framework of an international institution responsible for a public service mission. For historical and geographical reasons, the Blue Plan is strongly associated with its host country, but, in fact, it aims to have a truly “Mediterranean” image.

i) Staff

The composition of the Blue Plan staff is very “Mediterranean”, since four staff members with permanent contracts have a nationality other than the French nationality and the external consultants, whose services are called upon, come from practically all the Contracting Party countries (Table 5). The consultants from southern and eastern Mediterranean riparian countries represent more than half all consultants employed and 60% of the volume of fees. There have been relatively few consultants from Italy and Spain.

The Mediterranean nature of the Blue Plan could be reinforced, for instance, if it received staff, made available and coming from government services in the southern and eastern Mediterranean riparian countries, for training and exchange purposes for periods of roughly one year. This suggestion implies financing a supplement to the salary by an external body or in the framework of bilateral co-operation, to offset the difference in salary levels between the countries of origin and the host country. Other solutions consist in receiving staff on secondment from European or international institutions or through the intermediary of the MEDU or the UNEP.

To develop the Mediterranean image of the Blue Plan, it should be represented in international meetings both by nationals from the host country and by other people from the region. It goes without saying that, whilst French is the Blue Plan’s main working language,

bilingualism is necessary for relations with countries on the eastern Mediterranean-rim where French is spoken less.

ii) Agreement with the host country

The authorities of the host country have intervened to facilitate the recruitment of foreign staff and the arrival of foreign visitors (visas) with the result that no significant problem has arisen recently.

The absence of a recent formal agreement between the UNEP and the host country concerning the functioning of the Blue Plan²⁰ may appear surprising, taking into account the importance of the commitments of both the parties. However, it should not be too difficult to agree on the Blue Plan mandate and the continuation of the co-operation to give minimum formal acknowledgement of action undertaken for 24 years. A formal agreement with the host country would have the additional advantage of correcting an anomaly in the organisation of the Mediterranean co-operation since there are agreements for the other MAP activities.²¹

Table 5. International distribution of contributions to the MAP and consultants employed by the Blue Plan

Pays	Contributions to MAP 1999) (%)	Number of consultants	Volume** of fees (%)
France	38.0	15	23
Italy	31.4	0	
Spain	15.0	1	
Greece	2.8	1	
European Union	2.5*		
<i>Sub-total</i>	<i>89.7</i>		
Other European countries		6	
<i>Sub-total Western Europe</i>		<i>23</i>	<i>40</i>
Turkey	2.2	6	
Libya	2.0	1	
Israel	1.5	1	
Algeria	1.0	2	
Croatia	1.0	1	
Slovenia	0.7	2	
Egypt	0.5	4	
Syria	0.3	2	
Morocco	0.3	3	
Bosnia & Herzegovina	0.3	2	
Tunisia	0.2	6	
Cyprus	0.14	1	
Albania	0.07	2	
Lebanon	0.07	7	
Malta	0.07	0	
Monaco	0.07	0	
<i>Sub-total</i>	<i>10.3</i>		
Palestinian Authority		2	
<i>Sub-total 17 countries</i>		<i>42</i>	<i>60</i>
Total	100	65	100

20 The research conducted during the 1990s did not lead to the discovery of the text of letters or agreements between France and the UNEP dating from the end of the 1970s concerning the launch and the financing of the Blue Plan.

21 This is an agreement that would not alter Blue Plan's legal or tax status. The agreements relating to the Split and Tunisia centres could be consulted. The MEDU, Medpol and the Malta Centre fall under agreements of a very different nature.

Notes:

* Voluntary contribution not included;

** The statistics on the consultant contracts with the Blue Plan concern all the payments made during the 1999 - early 2001 period.

iii) Opening-up the association

The main aim of the Blue Plan association is to ensure the correct operation of the BP/RAC, in particular by settling administrative problems that could arise with the host country, making staff available, and auditing and approving accounts.²² It does not intervene directly in the contents of activities, which are matters for the decisions of the Contracting Parties, and of contracts drawn up with the other partners. Representatives of many French institutions and ministries concerned by the correct functioning of the Blue Plan are members of this association.

However, nothing would prevent key figures from other Mediterranean countries from becoming members of this association and from participating in the association's annual meetings in order to clearly express its regional concerns, insofar as the financial resources necessary for this participation can be released. The Mediterranean dialogue could even become more animated if the association's French members and key external figures from the southern and eastern Mediterranean riparian countries could have the opportunity to compare their points of view at the occasion or in the framework of the association's annual meetings.

iv) Image

In terms of image, the Mediterranean nature of the Blue Plan could be reinforced by displaying the UNEP and MAP emblems on the centre's building and by other symbolic means often implemented in international organisations (bilingual indications, flags, photographs, UNEP/MAP logo, etc.).

3.3 Widen the circulation of results

To fulfil the expectations of the Contracting Parties, the Blue Plan could devote more time and effort to communicating the results of its work and ensuring the transmission of messages relating to sustainable development.

i) Obtaining the opinion of a communication expert

Taking into account the importance of « making known » in a centre devoted to promoting sustainable development, it would no doubt be appropriate to entrust a communication specialist with a special advisory mission to ensure that the value of the major research conducted by the Blue Plan obtains the recognition it deserves and to raise the awareness of decision-makers of the issues at stake in the Mediterranean region. This mission should be based on the communication strategy put in place by the MEDU and benefit, as much as possible, from the actions conducted by the MEDU for all the RACs.

ii) Continuing the drive to improve communication

Although the Blue Plan has greatly improved its communication activities over the past years, it would be useful to continue this drive in order to better transmit the messages to the Contracting Parties both at official level and at the level of the civil society. Synthesis notes on

²² The Blue Plan accounts undergo a French audit, a UNEP audit and, in certain cases, an audit by the sponsors, such as the European Union.

the issues at stake should continue to be prepared and 4-page summaries, such as that relating to water, should be produced on new themes.

Special attention should be given to keeping the Web site updated in both languages and to making its existence known as widely as possible (leaflets). No doubt it would be useful to have more information on visitors' origins and interests to better satisfy them. The site could contain more statistics and simple graphs that would be easy to copy and reproduce to illustrate press articles and back up strong messages. The sustainable development indicators should be presented concisely completed and gradually updated.

More documents should be available for downloading from the Internet site and should include, for example, presentations of workshops and seminars along with summaries of the publications in roughly four pages.

iii) Increasing report circulation

The Blue Plan has published numerous reports in French and English. Unfortunately, at certain periods many were only available in French due to lack of funds for their translation. This situation has changed since all the reports published in 2000 and listed on the Blue Plan Internet site are or will be available in English and in French (apart from one).

This development could be extended by adopting the principle that any major report shall lead to a brief 4-page note or will be accompanied by a summary in two languages of twenty pages or so with diagrams and graphs. This text could be a presentation note for the Contracting Parties or a symposium. It should seek to transmit the report's main message to the decision-makers and to a non-specialised public, and stress proposals for actions.

The Contracting Parties could complete this circulation drive in English by taking over the translation and publication of these brief notes in other languages such as Arabic, Spanish, Italian and Turkish.

To make itself better known the Blue Plan could envisage:

- a) calling on a commercial editor to publish and circulate certain reports in English, for instance the country profiles or the 2003 Report (the French text would be on the Internet site since its commercial circulation would be smaller);
- b) carrying out advertising to make known the Blue Plan Internet site and the numerous reports available for downloading;
- c) having feature articles appear in renowned scientific reviews, and short articles in wide circulation reviews and in the MAP Medwave review that is published in three languages.

The examination of the distribution lists for the Blue Plan reports shows that these have greater difficulty in reaching the least developed countries. Only two copies of some fascicules are available in a same country and, in addition, no fascicule can be borrowed. Consequently it appears necessary to take steps in consultation with the Contracting Parties' representatives and the MEDU to improve the direct circulation of the Blue Plan reports beyond the official bodies, which receive them at present.

With this in view, it would, no doubt, be useful for all the reports produced to be placed in libraries open to researchers and the public in the largest towns of the Mediterranean countries, as well as in at least one large university library by country. This free circulation should be particularly important in the southern and eastern Mediterranean riparian countries, where access to sales outlets in the most developed countries and to the Internet is difficult. These remarks concern both the free and sold reports. The goal could be to double free circulation and to make it known where the reports can be borrowed or consulted.

iv) Promoting better press coverage

The press does not seem to know enough about the Blue Plan activities since there appears to be no more than one article published each month. This situation does not encourage decision-makers to take the Blue Plan messages into consideration since it appears to them that nothing further comes of them.

To remedy this situation, greater interest should be taken in press relations and the press receive information that is likely to be of interest to it. With this in view, a press kit containing the best statistical products and indicators could be circulated to the press with explanation on a few recommendations so as to give journalists food for thought or even controversy. Each year the Blue Plan Director could give a press conference during which he would give his impression of the successes and failures of sustainable development in the Mediterranean region.

Blue Plan action directed at the press should be closely co-ordinated with that of MEDU and complement it. It would no doubt be useful to call on the services of a press specialist to prepare press kits and to ensure contacts with the press in Paris or in other capitals.

4 Blue Plan usefulness - Mandate

The Blue Plan has given proof of its usefulness as regards systemic and prospective studies by giving decision-makers, early in the 1990s, a tool for common reflection on the future of the Mediterranean. The new Environment and Development Report under preparation should fulfil a similar role stressing the evolutions that may prove to be serious for the future of the region. It will give special attention to demography/migration, water shortage and the promotion of sustainable tourism. It will look further into the social and environmental consequences of the creation of a free trade area with or without efficient accompanying measures, and will enable the results of the activities carried out over the past years to become better known.

When this Report is published, it will probably be possible to reduce general prospective analysis activities for at least 5 years in order to leave room for other priority activities. The experience acquired in prospective studies will be used in the evaluation of trends and developments in thematic and regional studies with a view to giving warning signals to decision-makers.

The Blue Plan should continue its role of Mediterranean Environment and Development Observatory, continuing research in the area of statistics and indicators for sustainable development and carrying out policy analyses in order to show the diversity of possible solutions. This implies the continuation of financings, even an increase in these, in order to respond to certain criticisms without affecting the study and analysis potential of the Blue Plan that is its strength.

In the framework of the growth of the activities falling within the scope of the Euro-Mediterranean partnership (launched at the Barcelona Summit in 1995) and the implementation of a free trade area, the Blue Plan could extend its role to cover the examination of the environmental consequences of these changes whilst continuing to act as a think-tank aiming to raise awareness in the Mediterranean region.

The Blue Plan's mandate was adopted already 24 years ago and it has evolved over time. It could therefore be the moment to update it in order to fix the main guidelines for its activities in the new Mediterranean context. This updating would only take on its real meaning if it was carried out at the same time as the updating of the mandates of all the activities falling under the responsibility of the MAP and, in particular, the other RACs. As an isolated exercise, it

could prove long and difficult, and not very useful since, overall, the Split mandate (1977) remains still very much in tune with the times.

When the moment comes to update the mandates, the tasks that fall to the Blue Plan should no doubt be clarified, not only as such but also taking into account the tasks falling to other organs. On this occasion the Contracting Parties will probably seek to strengthen their co-operation and to increase MAP efficiency as a whole, by reinforcing synergies.

The following suggestions aim to clarify the implications of such an exercise. The mandate should comprise a succinct definition of the Blue Plan object such as “to contribute to Mediterranean co-operation with a view to promoting sustainable development in the region”. In the continuation of the current mandate, it appears that the Blue Plan could develop its activities along the following lines:

- a) identifying trends and changes in the area of the environment and development, in particular in the coastal regions;
- b) carrying out prospective and systemic studies of the development in the Mediterranean region;
- c) analysing sectoral policies that are important for sustainable development, such as water, tourism and urban development;
- d) studying concrete situations (for instance, the state of the environment, the implementations of national environmental policies or Contracting Parties' recommendations);
- e) carrying out economic analyses and studying methods of financing the infrastructures necessary for sustainable development;
- f) collecting statistics and establishing indicators for sustainable development;
- g) contributing to capacity building of the countries (exchange of information, statistics, etc.);
- h) contributing to creating national observatories for sustainable development;
- i) providing its backing for certain MCSD actions;
- j) providing its aid in activities conducted by other RACs or the MEDU.

At the level of MAP management, the Contracting Parties could ensure the definition of the functions and responsibilities of the various RACs so that they act in complete synergy, each in their specific areas of competence. This co-ordination action would be extended by the MEDU, MAP and MCSD Secretariat that should ensure the integration and harmonious distribution of the various activities of the Centres in the MAP framework.

APPENDIX 1

EVALUATION TEAM

Mrs. Nesrin ALGAN and Mr. Henri SMETS were made responsible by the MAP for preparing the Blue Plan evaluation.

Curriculum vitae:

Henri SMETS, Evaluation co-ordinator.

Belgian citizen, born in Brussels in 1933. M. A. in economics (Brussels). Engineer, Doctor of Science (MIT).

1971-1998, Principal Administrator at the OECD Environment Division (responsible, in particular, for matters relating to environment economics and law, trans-border pollution, movements of wastes, risks, etc.). During the 1992-2000 period, he participated in the evaluation of the environmental performance of each of the OECD countries, in particular in respect to the international, legal and economic aspects of this evaluation.

Since 1999, Director of the Consulting firm Smets, Périer et Associés (Brussels).

1968 to 1998, Lecturer at the Universities of Liège and Paris XII and at the Ecole nationale des ponts et chaussées [National School of Civil Engineering](Paris); then Visiting Professor at the University of Paris I (Panthéon-Sorbonne).

Member of the Water Academy (Paris) and ICEL representative to the European Council for Environmental Law.

Nesrin ALGAN

Turkish citizen, born in Trabzon in 1957. M. A. in Political Sciences of the University of Ankara. Doctor in social sciences relating to urban and environmental problems (University of Ankara).

Between 1984 and 1988 she worked successively as expert, Section Head and Head of the Division for External Relations of the Turkish Ministry for the Environment (former Under-Secretariat of State for the Environment). During the same period she exercised the functions of National Focal Point for Turkey to the Mediterranean Action Plan and the Blue Plan.

Since 1998, she has taught at the University of Ankara Faculty of Political Sciences where she was appointed Associate Professor in 2000.

APPENDIX 2

PERSONS MET DURING THE ASSIGNMENTS

BELGIUM

Mrs Paloma AGRASOT
Mediterranean Policy Coordinator
WWF European Policy Office
Brussels

Mr. Georges A. GIOURGAS
E.U. Insular C.C.I. Network
Brussels

FRANCE

Ministry for Regional Planning and the Environment:

Mr. Marc GIACOMINI, Head of the International Affairs Department, DGAFAI/SAI.

Mr. François LEYRAT, Head of Bureau, DGAFAI/SAI.

Mrs. Emmanuelle LEBLANC, Expert for the Mediterranean, DGAFAI/SAI.

Mr. Laurent CAPLAT, Expert, DGAFAI/SAI.

Mr. Vincent HUSSENOT, Expert, DEEEE.

Mr. Pierre ROUSSEL, General Secretary of the General Inspection for the Environment.

Ministry of Foreign Affairs:

Mr. François PUJOLAS, Assistant Director for the environment and sectoral economic agreements.

Mr. Jean-Pierre COURTOIS, Ambassador, Coordinator of the Barcelona Process.

Mr. Philippe ZELLER, Ambassador assigned to the Environment.

Mrs. Claude ABILI, Expert.

IFEN:

Mr. Thierry LAVOUX, Head of the Studies and Syntheses Department.

Blue Plan Association:

Mr. Michel BATISSE, Chairman.

Mr. Serge ANTOINE, Vice-Chairman

Mr. Bernard GLASS, General Secretary (former Blue Plan Director).



GREECE

Ministry of the Environment, Physical Planning and Public Works

Mr. Giannis VOURNAS
Director General of Environment.

Other bodies

Mr Alexandros LASCARATOS
Dept. of Applied Physics, Oceanography Group
University of Athens

Prof. Harry COCCOSSIS
Consultant
Urban and Regional Planner,
Department of Environmental Studies,
University of the Aegean, Athens

Mr. Michael J. SCOULLOS
Chairman - MIO-ECSDE

LEBANON

Ministry for the Environment

Mrs. Lamia CHAMAS
Blue Plan Focal Point

Mr. George AKL
Project Manager,
Lebanese Environment and Development Observatory (LEDO)

SYRIA

Ministry of State for Environmental Affairs

Mr. Yahia AWAIDAH
Director
Environmental Management Directorate

Mr. O Zaina AL-JUNDI
Director of Eco-Tourism

Mrs Sawsan AL-ATRASH
Head of Environmental Statistics Department

TUNISIA

Ministry for the Environment and Regional Development

His Excellency Mr. Mohamed ENNABLI
Ministry for the Environment (former Chairman of the National Institute for Research, Sciences and Technology, and former MCSD Task Manager for Tunisia)

Mr. Béchir BENMANSOUR

Cabinet of the Minister for the Environment (former ANPE Director General);

Dr. Dali NAJEH
Director International Co-operation

National Agency for the Protection of the Environment (ANPE)

Mr. Khalil ATTIA,
General Director, ANPE

Mrs. Fathia MEZHOUD,
Director of Training and International Co-operation, ANPE

Tunisian Environment and Development Observatory (OTED)

Mr. Samir MEDDEB
Director of the OTED

SPA/RAC

Mr. Mohamed Adel HENTATI
Director

Mr Mohammed SAIED
Former Director

Others

Prof. Azzam MAHJOUB
Economist,
Laboratory for the Environment
Tunisia Faculty of Economics and Management

EUROPEAN UNION

Mr Alessandro CURATOLO
Mrs. Athena MOURMOURIS

DG Environment
European Commission

PAP/RAC (Split)

Mr. Ivica TRUMBIC,
Director

Mediterranean Action Plan (MAP/UNEP)

Mr. Lucien CHABASON
Co-ordinator

Mr. Arab HOBALLAH
Deputy Co-ordinator

Mr. Khaled BEN SALAH

Mr. Saverio CIVILI

MEDPOL Co-ordinator

Blue Plan (BP/RAC), Sophia Antipolis

Mr Guillaume BENOIT
Director

Mrs. Aline COMEAU
Scientific Director

and all the Blue Plan staff.

APPENDIX 3

REPORT OF THE INTERGOVERNMENTAL MEETING OF THE MEDITERRANEAN REGION COASTAL COUNTRIES ON THE BLUE PLAN

Split (Yugoslavia), 31 January – 4 February 1977

Extracts of the report UNEP/IG.5/7 (21/2/77)
Point 8 on the agenda: THE BLUE PLAN
Long-term objectives

29. The meeting approved the following statement of the Blue Plan's long-term objectives:

-The Blue Plan's long-term objective is, above all, to initiate a permanent process of concerted co-operation between the coastal countries of the Mediterranean region. The word "Plan" should therefore not be misunderstood: the Blue Plan does not aim to centralise decision-making or to promote the setting-up of an organ that would define, in technical terms, what should be the rational organisation of natural resources and the optimal socio-economic development of all the Mediterranean countries. By organising between these countries systematic exchange in all the pertinent fields the Blue Plan should be able to constitute common knowledge resources to which all interested countries would have immediate access.

- To be more precise, the Blue Plan's essential objective is to make available to public authorities and planners in the different countries in the Mediterranean region information that will enable them to draw up plans that will ensure optimal, sustainable socio-economic development without leading to the degradation of the environment.

- Whilst encouraging the countries to combine their efforts to solve common problems, the Blue Plan will take into account the existing socio-economic styles of development and help each country to formulate other development styles that are rational from the point of view of the environment, and correspond to its own choices and situation.

- The Blue Plan's other long-term goals are as follows:

- a) To help the governments of the Coastal countries in the Mediterranean region to obtain more in-depth knowledge on common problems that they must face both in the Mediterranean Sea and in the coastal area;
- b) To help these governments take the appropriate decisions that will promote rational management of resources and sustainable development in the Mediterranean region.

30. In addition:

- From the operational point of view, Blue Plan will comprises three phases, each one devoted to series of successive or simultaneous studies. These studies could concern fields as varied as soil protection, water resources, food and agriculture, industrialisation and urbanisation, energy production and consumption, tourism, coastal area management, teaching and professional training, according to the choices that are made by the governments concerned. The long-term trends will be determined in each of the fields to be examined, and their impact on the environment will be analysed. In the light of this analysis, different strategies and development policies will be drawn up each time that it is possible and presented to the governments for examination.

- The Blue Plan should make it possible to institute constant, more active co-operation between the various countries of the Mediterranean region. It is through this co-operation and mutual assistance, in the full respect of national sovereignty, that the economic imbalances can gradually be eliminated. One of the essential conditions for achieving these ends is an accurate appraisal of the socio-economic situation in the Mediterranean region. It is to be hoped that the understanding of social and economic factors that underpin development will lead to a gradual reinforcement of international co-operation, sectoral and general agreements, and the adoption of appropriate legal measures relating to the environment. We also hope that the activities undertaken on the grounds of the Blue Plan will contribute to consolidating peace that is an essential condition for development and protection of the Mediterranean environment.

- In short, the programme envisaged in the Blue Plan should contribute to promoting the economic and social development of the entire Mediterranean region whilst safeguarding the natural systems on which constant development must be based.

APPENDIX 4

BLUE PLAN PUBLICATIONS IN 2000

- 1*. Minutes of the Seminar "Territorial prospective in the Mediterranean and the approach by actors", Sophia-Antipolis, 7-9 November 1996.
MAP Technical Reports Series n°127, 2000, 191 p (French/English).
- 2**. I. ATTANE and Y. COURBAGE: "Projections démographiques des pays méditerranéens et de leurs régions côtières 2000-2025" [Demographic projections for the Mediterranean countries and their coastal regions 2000-2025], December 2000, 226 p (French).
(English to appear in 2001)
3. Environmental Performance Indicators on Air, Waste, Water:
 - Turkey
 - Egypt
 - Palestinian Authority
 - Regional synthesis,
445 p (English)
- 4**. Indicators for sustainable development in the Mediterranean region. Glossary, 380 p (English/French).
- 5*. File "130 Indicators for Sustainable Development in the Mediterranean Region" comprising:
 - 50 sheets of indicators calculated, mapped and commented
 - Presentation note for the MCSD recommendations on the sustainable development indicators adopted by the Contracting Parties, 244 p (English/French).
- 6*. SIDHOUM Hayeth: Données de base sur les espaces boisés méditerranéens. Draft [Basic data on Mediterranean wooded areas. Draft], 50 p (French).
7. La problématique environnement/développement durable en Méditerranée [Environment/sustainable development issues and concerns in the Mediterranean region], 31 p (French).
- 8*. Country Profile: Lebanon, 66 p (French) (English version published in 1999).
- 9*. Country Profile: Tunisia, 90 p (French) (English translation to be published in 2001).
10. Free Trade, 17 study reports, 680 p (English or French).
11. Free Trade, General review, 120 p (English/French).
- 12*. Free Trade, Report of MCSD task managers, 30 p (English/French).
13. "Water politics in Mediterranean countries. Monographs", set of monographs concerning 11 southern and eastern riparian countries, 165 p (English).
14. BURAK, Selmin: Politiques de l'eau des pays méditerranéens – Synthèse régionale [Water policies of the Mediterranean countries – Regional review] 35 p (French).
- 15*. MARGAT Jean and VALLEE Domitille: "Mediterranean vision on water, population and the environment for the 21st century", 62 p (English/French).

16*. "Water, population and the environment in the Mediterranean for the 21st century". Brief presentation in 4 pages (English/ French).

17. CAMP Malta [Coastal Area Management Programme]

- Report on Systemic Sustainability Analysis, 2nd February 2000.
- Report on the first Training Workshop on Systemic Sustainability Analysis, 27, 28 & 29 March 2000
- Report on the second Training Workshop on Systemic Sustainability Analysis, 29-30 May 2000
- Report on the third Training Workshop on Systemic Sustainability Analysis, 2-4 Oct. 2000, 81 p (English).

18. "Villes et développement durable. Des éléments pour un constat" [Cities and Sustainable Development. Elements for a report]. Working Paper for MCSD urban group guideline committee meeting]. Paris, 10-11 April 2000, 10 p (French).

"Cities and Sustainable Development in the Mediterranean". Working paper for the MCSD, July 2000, 10 p (English/French).

19. "Urban wastes in the Mediterranean region". General review of proposals for the MCSD, 36 p (English/(French) (General Review based on 5 studies totalling 365 p).

20. "Agriculture, rural development and management of natural resources". General review of proposals for the MCSD, 36 p (English/French).

21. J. KABBANJI: "Pauvreté": contexte mondial", [Poverty] 96 p (French).

22. Working Paper on poverty prepared for the MCSD, 12 p (English/French).

23. Working Paper on natural hazards prepared for the MCSD, 50 p (English/French).

Total: 23 reports of which 15 available in two languages, 5 only in French, 2 only in English and one in French or English depending on the language of the author.

Cross-references:

* Report indicated on the Blue Plan Internet site.

** Report downloadable from the Internet site.

APPENDIX 5

MAIN SUGGESTIONS CONTAINED IN THE EVALUATION REPORT

The suggestions summarised below correspond to the main difficulties identified in the Report. Some of these have already been implemented.

5 Programme:

- a) Give priority in the short term to completing the Environment and Development Report in 2003; limit its contents;
- b) Focus on questions of analysis, implementation and monitoring of priority themes;
- c) Give preference to the concrete/usable/applicable aspects; more detailed analyses in order to satisfy users' desires;
- d) Increase activities in the economic field;
- e) Put on hold general prospective activities for roughly 5 years and use prospective analyses in the framework of other activities;
- f) Avoid trying to do too much; reduce the study fields;
- g) Seek to produce fewer administrative reports.

6 Financing

- a) Diversify external financing; lobbying
- b) Accounting transparency (MAP/contracts) with indication of the distribution of staff in men-month per project, sub-project and contract.
- c) 3 or 5-year planning.
- d) More staff and /or increased financial resources.

7 Communication

- a) Reinforce contacts with the countries and users;
- b) Increase the circulation of reports in the countries;
- c) Press relations.

8 Become more Mediterranean

- a) Translations;
- b) Staff recruitment;
- c) France / UNEP agreement;
- d) Opening-up of the association meetings;
- e) Mediterranean image;
- f) Co-operation with external institutions and partnerships;
- g) Officials on secondment to the Blue Plan.

9 Relations with the other RACs and the MEDU

- a) Simultaneous or co-ordinated press actions;
- b) Common actions to seek external aid;
- c) Reduce overlapping of activities and increase synergies.

10 Relations with the Contracting Parties

- a) Focal Point Meetings linked to MCSD Meetings.

11 Evaluate and put figures to the cost of implementing this Report's suggestions

- a) Free resources for improving communication;

Finance wider circulation of the reports in two languages.