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MEDITERRANEAN ACTION PLAN

Launch Meeting on the External Evaluation of MAP

Athens (Greece), 9-10 December 2004

**EXTERNAL EVALUATION
OF THE MEDITERRANEAN ACTION PLAN (MAP)**

Approach and methodology

**(Document revised on the basis of the inputs provided by
MAP Focal Points or their representatives at their meeting in
Athens, Greece, on 9-10 December 2004)**

Background

1. The 13th Ordinary Meeting of the Contracting Parties to the Convention for the Protection of the Mediterranean Sea against Pollution and its Protocols (Barcelona Convention)¹, held in Catania, Italy, on 11-14 November 2003 adopted Recommendation I.A.2.1. entitled *MAP and RACs evaluation*, in which the COP called on the Secretariat, *inter alia*:

“To launch the external overall evaluation of MAP, including the evaluation of MEDPOL Programme, with a view to presenting it to the Meeting of the Contracting Parties in 2005. In this process the document *UNEP(DEC)/MED WG.228/5 Draft Strategic Assessment of the General Framework of the Barcelona Convention (MAP evaluation)* could be considered as an input, while ensuring the consideration of other inputs from Contracting Parties.”

2. To this end, the MAP Coordinating Unit (MEDU) has engaged the services of three consultants – Delmar Blasco (team leader), Tarek Genena and Thymio Papayannis – to work on a part time basis during the period 1 October 2004 – 30 November 2005. The work of the consultants will be actively supported by MEDU. It is expected that the MAP Focal Points (MFPs) and MAP partners in general (as per the *Directory of MAP Partners* endorsed by the COP-13) will contribute substantially to the work of the consultants.

3. The evaluation will cover all aspects related to the implementation of the Barcelona Convention and its Protocols, with particular reference to the application of the Action Plan for the Protection of the Marine Environment and the Sustainable Development of the Coastal Areas of the Mediterranean, or MAP Phase II (1995-2004) at national and regional levels. The evaluation will also include a review of the operations and funding issues of all MAP components, including: a) the Regional Activity Centres (RACs) and Programmes; b) the Mediterranean Commission on Sustainable Development (MCSD); and c) MEDU.

Evaluation schedule

4. The External Evaluation will be carried out with a tight schedule, as follows:

4.1 By 30 October 2004, the team leader submitted to MEDU a proposal on the methodology, approach and activities to be carried out as part of the External Evaluation of MAP. The proposal, once accepted by MEDU, was circulated to all MFPs.

4.2 The Launching Meeting on the External Evaluation of MAP was held in Athens, Greece, on 9-10 December 2004. All MFPs were invited to the meeting in order to discuss and make recommendations on the methodology, approach and activities to be carried out as part of this exercise.

4.3 By 31 December 2004 MEDU will distribute to all MFPs a questionnaire prepared by the consultants on the basis of the views expressed and recommendations made at the 9-10 December meeting, with a deadline for submitting responses by 31 January 2005.

¹ The 1995 amendments to the Convention have now entered into force and the new official name of the treaty is **Convention for the Protection of the Marine Environment and the Coastal Region of the Mediterranean.**

- 4.4 By 28 February 2005, the team leader will submit to MEDU a draft with the proposed content and approach of the External Evaluation Report. After consideration by MEDU, the first draft shall be circulated to all MFPs and key MAP partners for comments.
- 4.5 End of March 2005: Second Meeting of MFPs to discuss and make recommendations on the first draft of the External Evaluation Report.
- 4.6 By 25 July 2005, the team leader will submit to MEDU a second draft of the External Evaluation Report. After consideration by MEDU, the second draft will be circulated to all MFPs and MAP partners.
- 4.7 September 2005: Third Meeting of the MFPs on the External Evaluation of MAP. The meeting will discuss, amend as appropriate and adopt a final draft of the External Evaluation Report. The Evaluation Report will be submitted for consideration and action to the 14th Meeting of the Contracting Parties to be held in Slovenia on 8-11 November 2005.

The context the MAP Evaluation

5. MAP is now at the crossroads. Thirty years after its launch, its future role, both from a strategic and operational point of view, has to be determined in the light of recent developments in the region and at the global level. On this basis, its priorities, effectiveness and direction must be assessed.

6. At the regional level, seven of the Contracting Parties to the Barcelona Convention are now members of the European Union (EU), and there are prospects of further enlargements of the EU involving other Parties. The EU has adopted, and will continue to adopt, Directives relevant to the MAP processes that have a direct impact on the policies, legal framework and practices of the Parties which are also EU members, and to large extent also affect other countries in the region, in particular those which are seeking EU membership. With the more active role of the EU in the region, including the proposed free trade zone, MAP is seeking to establish a closer working relationship with the European Commission (EC) in the interest of sustainable development in the Mediterranean.

7. The asymmetries in the levels of socio-economic development in the region, the different approaches to governance, the increasing pressures on natural resources, uncontrolled migration flows and unresolved conflicts that have existed over a long period of time continue to be matters of serious concern. Some of the relevant processes that are changing the dynamics of the region and should be taken into account include: the Barcelona Process, including the Euro-Mediterranean Association Agreements and the forthcoming Euro Mediterranean Conference scheduled for 2005; the EU's New Neighbourhood Initiative – Wider Europe; the establishment of the Facility for Euro-Mediterranean Investment and Partnership (FEMIP); the wider role of the European and Mediterranean regions in the global scene; and the growing interest of the USA in the Mediterranean.

8. At the global level, the results of the World Summit on Sustainable Development, including the launching of Type II partnerships, the adoption of the Millennium Development Goals, the regular operation of the Global Environmental Facility, and the entry into force in February 2005 of the Kyoto Protocol are particularly relevant to the MAP process.

9. In the face of these new realities, it was deemed essential to carry out an external assessment of the role played thus far by MAP's Phase II, with a view to preparing the ground for the preparation of a MAP Phase III to be implemented in the decade 2006-2015.

The aim of the External Evaluation of MAP

10. Taking into account the context briefly described above, the overall aim of the External Evaluation of MAP is to take stock of the perceptions and positions of Contracting Parties to the Barcelona Convention and of its key partners regarding the results of the Convention processes, and the effectiveness of the institutional arrangements and funding mechanisms in place, in particular in relation to the application of the Action Plan for the Protection of the Marine Environment and the Sustainable Development of the Coastal Areas of the Mediterranean, or MAP Phase II (1995-2004).

11. Based on the results of the evaluation recommendations could be made to COP-14 of the Barcelona Convention for the preparation of a MAP Phase III for the period 2006-2015.

Issues to be addressed

12. With this overall aim in mind, the consultants should address three main issues:

- 12.1 a general analysis of the results of MAP Phase II at the national level and its impact at the regional and sub-regional levels, in particular as viewed by the Parties to the Barcelona Convention;
- 12.2 the capacity of the current MAP structure and *modus operandi* to respond to the political, legal, institutional and other challenges facing sustainable development in the region within the framework of current regional and global approaches and trends; and
- 12.3 the future orientation of MAP and its relations with other regional and international organizations and processes.

Tasks to be carried out by the consultants

13. More specifically, in the course of their interactions with the Parties to the Convention, MAP component structures and MAP partners, the consultants should consider the following issues:

- 13.1 to what extent the expected objectives of MAP have been achieved in countries that are Parties to the Barcelona Convention and in the Mediterranean region – taking into account as much as possible not only the concrete outputs but also the catalytic role played by MAP in different circumstances;
- 13.2 reasons for non-ratification, by some Parties, of the amendments to the Convention and the Protocols and/or lack of compliance, including the need for and advisability of revising the Protocols and/or developing new ones, such as a protocol on coastal zone management;
- 13.3 what are the quality and the usefulness/impact of the results and outputs generated by the MAP processes, taking into account the available resources, and in particular the experience with the Global Environment Facility (GEF);
- 13.4 the perception of MAP by the Parties to the Barcelona Convention, other international organizations and partners in relation to the implementation of its mandate and their expectations for the coming years;

- 13.5 what is the overall vision and strategies of MAP, including recommendations on how to define MAP's future orientations and the tools that could be used to encourage compliance by Parties;
- 13.6 the legal, policy, institutional and programmatic frameworks of MAP Phase II and their implementation at the national, regional and sub-regional levels, in particular in relation to the geographical remit of the Plan (the sea, the coastal zone and beyond?) and its compatibility and synergy with other relevant global or regional conventions, and other programmes and processes in the region;
- 13.7 the past, present and future relationships with the European Commission (EC) and modalities for strengthening the cooperation between the two processes, taking into account, in particular, the EU's recent enlargement and possible future enlargements, the EU Marine Strategy, and the arrangements for providing assistance to third countries;
- 13.8 the institutional set-up of MAP, in particular its management structure, financial arrangements and decision making process, including a review of the MAP Focal Points system, its *modus operandi* and possible bottle-necks at the country level to reach other relevant government sectors beyond the ministries of environment or equivalent bodies;
- 13.9 the relationship between MEDU and the RACs and programmes, and the level of synergy among them, in view, in particular, of their financing and management profiles;
- 13.10 the visibility of MAP and of its outputs and how these can be improved;
- 13.11 the ability of MAP to identify and mobilize external sources of financing to meet future challenges;
- 13.12 the ability and effectiveness of MAP to respond to emerging issues on the environmental agenda, as well as in the field of sustainable development on the global and regional level, and the contribution it can make in these fields;
- 13.13 the emerging knowledge and approaches for inclusion in MAP Phase III, such as the ecosystem approach, in its general framework and specific components; and
- 13.14 the relationship between MAP and the United Nations Environment Programme (UNEP) in view of the new Regional Seas Strategic Directions for 2004-2007.

Methodology

14. The evaluation will be carried out:
 - 14.1 as an integral part of the ongoing evaluations of MAP components;
 - 14.2 taking into account lessons learned from the methodology and outputs of the various past evaluations of MAP and its components; and
 - 14.3 fully taking into account the context of the legal, political and socio-economic developments in the region.

15. The document UNEP(DEC)/MED WG.228/5 Draft Strategic Assessment of the General Framework of the Barcelona Convention (MAP evaluation) will serve as the initial basis for analysis. National Reports submitted by Parties by the established deadline (15 January 2005), or soon after, will be used as an important source of information.

16. The evaluation will be carried out using an open and participative approach and even if the three consultants will take responsibilities for different components of the MAP process

(see below), they will operate as a team and will produce one consolidated and shared report.

17. The three consultants will:
 - 17.1 undertake a thorough desk review and in-depth analysis of relevant documents, in particular the final reports of the evaluations carried out for different components of the MAP process;
 - 17.2 analyse and tabulate the responses to the questionnaire submitted to the MPFs (see 4.3 above); and
 - 17.3 hold meetings and carry out interviews by e-mail, telephone and video conference with the widest possible range of actors in the MAP process, and with individuals that while not being directly involved in the process may have useful contributions to make to the MAP evaluation.

18. The three consultants will divide up their evaluation work as follows:
 - 18.1 consultant and team leader Delmar Blasco will analyse the relevant documents and issues related to the legal framework of the MAP process (the Convention and its Protocols) and the modus operandi of the treaty at the regional and national levels, including funding issues. Meetings and interviews by e-mail and by telephone will be arranged with MPFs and other relevant government officials and MAP partners in the Contracting Parties, as appropriate. A total of 10 missions are envisaged for this purpose;
 - 18.2 consultant Thymio Papayannis will analyse the relevant documents and issues related to: a) the Mediterranean Commission on Sustainable Development (MCSD); b) the overall relation of MAP with the EU/EC and with the donor community in general, in close collaboration with the team leader; and c) the Programme for the Protection of Historic Sites. Meetings will be arranged with key officials in the EC, with relevant partners in the MCSD process, and with key donors. Five missions are envisaged for this purpose; and
 - 18.3 consultant Tarek Genena will analyse the relevant documents and issues pertinent to the RACs and related programmes and activities. Interviews will be arranged with RAC and MED POL Directors. Discussions will also be held, as opportunities arise, with MAP and RAC Focal Points and with MAP and RAC partners. A total of six missions are envisaged for this purpose.

19. In-person interviews during country visits and e-mail and telephone consultations with key intergovernmental and non-governmental partners in relation to all aspects of the External Evaluation of MAP will also be arranged.

20. There will be two meetings of the consultants in Athens at appropriate moments to exchange views and coordinate their work.

21. Particular attention will be paid to the complementary or overlapping/ contradictory nature and functions of the different MAP components, with a view to identifying recommendations and proposals for a more coherent and efficient MAP Phase III.

22. The three consultants, in analyzing the issues related to the different MAP components, will take into account the question of MAP's visibility: the outreach/communications aspects of MAP processes, including the use of internet,

publications and other means for reaching the appropriate constituencies and audiences in a coherent and effective manner.