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**Outcome Evaluation of Barcelona Convention/United Nations Environment Programme –
Mediterranean Action Plan (UNEP – MAP) Five Year Programme of Work 2010-2014 (English only)**

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**Outcome Evaluation of Barcelona Convention/ United Nations
Environment Programme - Mediterranean Action Plan
(UNEP - MAP) Five Year Programme of Work 2010-2014**

Final Report

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**Evaluation Office
March 2015**

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Acronyms and Abbreviations

ACCOBAMS	Agreement on the Conservation of Cetaceans of the Black Sea, Mediterranean Sea and contiguous Atlantic area
AECID	Spanish Agency for International Development Cooperation
BC	Barcelona Convention
BOD	Biological oxygen demand
BP/RAC	Blue Plan RAC
CAMPs	Coastal Area Management Programmes
CBD	Convention on Biological Diversity
ClimVar & ICZM	Integration of climate variability and change into national strategies for the implementation of the ICZM Protocol in the Mediterranean (GEF project)
COP	Conference of Parties
CP/RAC	Cleaner Production RAC (now SCP /RAC)
DEPI	Division of Environmental Policy Implementation (UNEP)
EC	European Commission
EcAp	Implementation of the Ecosystem Approach in the Mediterranean (EU Project)
ECP	Executive Coordination Panel (MAP)
EEA	European Environment Agency
EMSA	European Maritime Safety Agency
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FFEM	French Global Environment Fund (Fonds Français pour l'Environnement Mondial)
GEF	Global Environment Facility
GES	Good Environmental Status
GFCM	General Fisheries Commission for the Mediterranean (FAO)
GWP-Med	Global Water Partnership - Mediterranean
HELCOM	Baltic Marine Environment Protection Commission - Helsinki Commission
ICZM	Integrated coastal zone management
IAEA	International Atomic Energy Agency
IHP	International Hydrological Programme (UNESCO)
InfoMAP	UN <i>Mediterranean</i> knowledge platform
INFO/RAC	Regional Activity Centre for Information and Communication
IUCN	International Union for Conservation of Nature
MAP	Action Plan for the Protection and Development of the Mediterranean Basin
MARPOL	International Convention for the Prevention of Pollution from Ships
MED POL	Programme for the Assessment and Control of Marine Pollution in the Mediterranean
MedPAN	Network of Managers of Marine Protected Areas in the Mediterranean
MedPartnership	Strategic Partnership for the Mediterranean Sea Large Marine Ecosystem (GEF Project also referred to as Regional Component of the Strategic Partnership)
MIO-ECSDE	Mediterranean Information Office for Environment, Culture and Sustainable Development
MPA	Marine protected area
MCSD	Mediterranean Commission for Sustainable Development
MSSD	Mediterranean Strategy for Sustainable Development
MTF	Mediterranean Trust Fund (MAP)
MTS	Mid Term Strategy
NGO	Non-governmental organization
OIOS	Office of Internal Oversight Services (UN)
OSPAR	Oslo and Paris Conventions (Full name not in common use)
PAP/RAC	Priority Actions Programme RAC
PEGASO	People for Ecosystem-based Governance in Assessing Sustainable development of Ocean and coast (Project)
POP	Persistent organic pollutants
PoW	Programme of Work
PRTR	Pollutant Release and Transfer Register
RAC	Regional Activity Centre
ReGoKo	Regional Governance & Knowledge Generation Project (World Bank)
REMPEC	Regional Marine Pollution Emergency Response Centre

SAP	Strategic Action Programme
SAP-BIO	Strategic Action Programme for the Conservation Biological Diversity in the Mediterranean Region
SAP-MED	Strategic Action Programme to Address Pollution from Land-Based Activities
SCP	Sustainable Consumption and Production
SCP/RAC	Sustainable Consumption and Production RAC (formerly, CP/RAC)
SFFA	Small scale funding agreement
SMART	Specific, measurable, attainable, relevant and time-bound
SPAs	Specially protected areas
SPA/RAC	Specially Protected Areas RAC
SPAMIs	Specially Protected Areas of Mediterranean Importance
SWITCH-Med	Switching to more sustainable consumption and production in the Mediterranean (EU Project)
SWIM	Sustainable Water Integrated Management (EU Project)
TEST	Transfer of environmentally sound technologies
ToC	Theory of change
UfM	Union for the Mediterranean
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNIDO	United Nations Industrial Development Organization
WHO	World Health Organization
WSSD	World Summit on Sustainable Development
WWF-MedPO	World Wide Fund for Nature – Mediterranean Programme Office

Executive Summary

1. The Mediterranean Action Programme's (MAP) Five-Year Strategic Programme of Work (PoW) for the period 2010-2014 was adopted by the Contracting Parties to the Barcelona Convention at their meeting in Marrakesh, Morocco in 2009. Implementation started in 2010 and in 2013 a decision was taken to extend the programme by one year to the end of 2015. The PoW was the first attempt to develop an integrated strategic framework for the MAP system and the first attempt to provide a longer term programming horizon for the MAP system to ensure greater continuity and effectiveness. The PoW was originally conceived as a rolling programme to be renewed every two years with a five year horizon. It was designed alongside the biennial programme of work for 2010-2011 and has provided a reference point for the biennial PoWs for 2012-2013 and 2014-2015.
2. The lead agency for implementation of the PoW is the UNEP/MAP Coordinating Unit which is hosted by the Government of Greece in Athens. Six technical Regional Activity Centres, known as MAP components, have been established to assist the Mediterranean countries in fulfilling their commitments under the Convention and the Protocols. A seventh component, MED POL, has been integrated into the Coordinating Unit.
3. The 18th Meeting of the Contracting Parties to the Barcelona Convention (3-6 December 2013, Istanbul) requested the UNEP/MAP Coordinating Unit to carry out an external evaluation of the Programme.
4. The strategic objective of the Programme of Work was to ensure predictability in the work of the MAP. In this regard the 5-year PoW has provided perspective and guided the work of the MAP components over a six year period. The biennial PoWs have served to expand and update 5-year PoW, to reflect the Decisions of the Contracting Parties, and to accommodate developments including those related to the ecosystem approach, SCP, ICZM and climate adaptation. The extension of the 5-year planning horizon to six years provides for synchronisation of the planning cycles.
5. The relevance of the PoW is founded in its purpose, to facilitate and promote the full implementation of the Barcelona Convention, its protocols, strategies, and also the decisions and recommendations of the Meetings of the Contracting Parties. Core areas linked to delivery of the Convention and Protocols are Governance, Integrated Coastal Zone Management, Biodiversity, Pollution Prevention and Control. The PoW included two emerging themes linked to the broader MAP II outlook on sustainable development and to the Mediterranean Strategy for Sustainable Development (MSSD): Sustainable Consumption and Production which is cross cutting in nature and Climate Change.
6. There has been significant delivery in all six thematic areas in line with the purpose of the PoW. However, a number of activities were cancelled or scaled back as a result of funding shortfalls or late receipt of funding and in retrospect the PoW can be seen to have been overambitious with regard to available resources.
7. The MAP components have successfully engaged a wide range of partners and stakeholders in programme implementation, leveraging expertise through consultative bodies and expert networks, and extending their influence through participation in other relevant projects and initiatives. Larger projects have demonstrated the potential of concerted action by the RACs to develop policy, generate learning, to pilot new approaches and methodologies, and to link action on the ground to policy work.
8. There were no outcome indicators in the PoW logframe. Nevertheless the evaluation found that the PoW interventions are foundational in nature with immediate outcomes expected to facilitate and enable onward contributions to the intermediate outcomes and impacts through compliance with the Barcelona Convention and Protocols and implementation of related strategies at the country level. However, greater attention needs to be paid to the drivers of higher level outcomes and sustainability including, notably to increase visibility and awareness of the MAP initiatives as a basis for political will and country ownership. At a practical level stronger support needs to be given in priority emerging areas including the ecosystem

approach, in view of the approval of basin-wide GES, and to promoting and supporting the work of focal points in mainstreaming the MAP agenda.

9. Discovery of the MAP financial deficit in 2010 combined with the ambitious programme budgets has undermined the 'certainty' that was supposed to result from the development of a five-year programme and has compromised its delivery. The necessary reduction in MTF payments as part of the deficit recovery plan, together with the pragmatic decision to prioritise operational costs payment, led to reductions in activity allocations as well as uncertainties in the amount and timing of income for RAC components. The latter affected planning and delivery of activities, effectively truncating the delivery period in each biennia. More positively there has been significant mobilisation of external resources in the programme period including through three major UNEP projects approved in 2012 (SWITCH-MED, ClimVar & ICZM and EcAp) and through 'parallel' projects and funding managed by the RACs.
10. On the plus side, measures to address the deficit reinforced the ongoing effort to increase efficiency and effectiveness in the MAP system reform and MAP is now better positioned to meet future challenges. The financial situation of the MAP is expected to improve in the immediate future with establishment of an operational reserve, increased ordinary contributions, and commitment to more timely payments. Failure to increase ordinary contributions will continue to compromise the effectiveness of PoW delivery including as a result of shortfalls in staffing.
11. The Bureau raised two strategic issues in relation to the deficit that remain largely unresolved. The first was the question of prioritisation of activities as a means to limit the effects of funding shortfalls on PoW delivery. While simple prioritisation of activities would certainly guide allocation of MTF resources and fundraising activities in the short term, views remain polarised regarding the wider question of the scope of work and whether this should be tailored to available resource). The second was the question of how to improve the ratio between administrative and programme costs.
12. The evaluation identified particular weaknesses with programme monitoring and reporting reflecting structural issues with programme design, including poor definition of outcomes and indicators. With regard to programme design and approval, there is a need to strengthen the engagement of Contracting Parties in the design of the programme through consultations at an early stage and to streamline the approval process. There is also scope to strengthen linkages between compliance reporting and programme design in order to focus PoW efforts on areas where delivery at the national level is weaker.
13. The development of the PoWs has been associated with the establishment of the Executive Coordination Panel bringing together the heads of all the RAC components and important 'family building' measure within the MAP system that has reinforced the perspective of the PoW as a single PoW rather than a collection of component PoWs.

Lessons

14. The evaluation identified lessons of relevance for future phases of the MAP PoW and for other large programmes working with or considering delivery through a networked structure. These address:
 - Establishing reporting systems balance the need for accountability to Contracting Parties with a strategic perspective on programme performance and effectiveness. Related recommendations reflect a need to shift the emphasis on planning and reporting to a more strategic level based on output and outcomes rather than activities.
 - Recognising that programmatic integration is as much about a process as a destination. This implies reinforcing team building initiatives in support of the PoW including strengthening the function of ECP as a rallying point around the joint ownership and delivery of the PoW, and to reinforce other collaborative initiatives such as joint thematic focal points meetings where appropriate.
 - Taking a prudent approach to the level of locked-in operational costs associated with permanent networked delivery mechanism and developing a flexible delivery system that can

adapt rapidly to changes in the financial climate while ensuring institutional stability. This has implications for the hosting arrangements of networked delivery centres.

Recommendations

15. The evaluation concludes with recommendations in six areas:

A. Programme Development and Design

16. The following recommendations address programme development, design and approval. They are complemented by recommendations on programme monitoring, reporting and oversight under programme management. The recommendations reflect the strategic guidance in Decision IG.21/13 regarding development of a six-year Mid-Term Strategy.

- i. Better articulate the MAP monitoring system and programming functions based on the guidance set out in Decision 17/5 (Governance paper) including by integrating findings of major assessments into the development of MTS of 2016-2021 and consideration of the results of compliance reporting into biennial programmes of work (Coordinating Unit, ECP).
- ii. Conduct consultations with National Focal Points and Thematic Focal Points during development of the MTS particularly with regard to definition of outcomes at the national level (MAP Components).
- iii. Reinforce results-based planning in the MTS and biennial PoWs including by a clear definition of expected outcomes at the regional and national level and with consideration of the rationale for each intervention (how it will alone, or in synergy with other interventions, make a significant contribution to the expected outcome)(Coordinating Unit and all MAP Components).
- iv. Develop and monitor progress towards SMART outcome indicators, including through development of baselines where required (Coordinating Unit and RACs)
- v. Streamline the approval process for the two year PoW (Coordinating Unit in consultation with Bureau).

B. Programme Management

17. The following recommendations address programme management, including programme oversight and reporting

- i. Establish a prioritisation system as part of the PoW planning and review priorities on an annual basis (based on a set of clear principles and criteria)(Coordinating Unit, ECP).
- ii. Ensure activities in RAC MTF/EC Project documents are aligned with PoWs and that activities can be readily mapped on to the approved PoW for reporting and monitoring purposes (Coordinating Unit and RACs).
- iii. Reinforce the role of the Bureau in reviewing PoW progress including with an annual discussion on implementation and funding issues (Coordinating Unit, Bureau).
- iv. Compile expenditure data by output or outcome, including all parallel funding used in support of PoW activities, in order to be able to generate a complete picture of expenditure on the PoW with a view to gauging effectiveness (Coordinating Unit, RACs).
- v. Streamline reporting requirements with a six-monthly focus on implementation issues and an annual focus on performance (including reporting against progress indicators and targets, outcome indicators) (Coordinating Unit, RACs).
- vi. Encourage use of the PoW matrix as a programme tracking tool by individual MAP components including a quarterly internal review involving all programme staff within each Component (e.g. linked to regular staff or work planning meetings)(MAP Components)
- vii. Simplify reporting to the Bureau, Focal Points and COPs with a focus on performance reporting at the level of output targets and on outcome reporting,

C. Cash Flow

18. The following recommendations are designed to minimise the effects of uncertainties regarding the amount and timing of MTF and external funding received by RAC components on planning and delivery of programme activities:

- i. Reinforce application of the established guidance on timely payment of ordinary contributions and the establishment of a reserve.
- ii. Develop and approve clear operational guidance regarding use of the operational reserve to secure implementation of programme activities at an early stage in the biennium building on the revised Rules and Procedures adopted at COP 18.
- iii. Schedule activities in biennium work plans with a view towards timing of MTF and external funds availability, including consideration of inception periods for major projects.

D. Resource Mobilisation

19. The following recommendations are oriented towards large projects (appropriate threshold to be defined) particularly projects involving direct actions at a national level and projects involving two or more MAP components.

- i. Review and prioritise recommendations in the approved Resource Mobilisation Strategy and develop an action plan for Bureau approval (Coordinating Unit, ECP)
- ii. Consolidate the Coordinating Unit role in tracking, coordinating and facilitating project applications for PoW aligned work (Coordinating Unit, MAP Components)
- iii. Seek Bureau approval at an advanced concept stage for larger projects that are not PoW-aligned, in line with the provision in Decision IG.17/5 (Governance paper). This is particularly important where projects have significant cofinance, staffing and support requirements or involve activities at the country level (MAP components, Coordinating Unit, Bureau)
- iv. Encourage adequate consultations with national stakeholders during project development in liaison with National or Thematic Focal Points (MAP Components)
- v. Fully account for staff time in all project budgets and seek to recover costs on staff time in order to i) avoid MTF funds being used to subsidise other projects without being recognised as cofinance and ii) reduce the financial burden of administration costs on MTF funds (MAP Components). Recovered funds should be used to reimburse MTF contributions to staff costs and recovered MTF funding reallocated to activities.

E. Delivery at the National Level

20. The following recommendation reflect that a shift in programme emphasis from delivery of outputs to achievement of outcomes places requires a corresponding emphasis on tackling constraints to uptake of PoW approaches at the national level (See also recommendations Ai & Aii above).

- i. Work with National Focal Points to identify constraints to uptake and magnification of PoW deliverables at national level and to develop immediate and longer term strategies to increase the effectiveness of the PoW (Coordination Unit with Focal Points),
- ii. Undertake more systematic reviews of capacity needs, and reinforce technical assistance accordingly (MAP Components with Focal Points)
- iii. Translate key guidance documents and summaries of assessments into additional Mediterranean languages (MAP Components) and allocate necessary financial resources in the PoW and Budget, and in project budgets.

F. Coordinating Unit Capacity

21. The evaluation findings (Paragraph 404) have reinforced the importance of implementing the recent Decisions and proposals to reclassify the professional staff component of the Coordinating Unit (Decision IG. 21/17 Annex II).

22. Realisation of the revised schedules of ordinary contributions set out in Decision IG. 21/17 is a prerequisite in this regard.

1. Introduction

23. The Mediterranean Action Plan (MAP) was adopted by 16 Mediterranean countries and the European Community in 1975, with the main objectives to assist the Mediterranean countries to assess and control marine pollution, to formulate their national environment policies, to improve the ability of governments to identify better options for alternative patterns of development, and to optimize the choices for allocation of resources. The focus of activities expanded from pollution to address broader environmental problems using a wider range of tools including through integrated coastal zone management.
24. The Action Plan for the Protection of the Marine Environment and the Sustainable Development of the Coastal Areas of the Mediterranean (MAP Phase II) was adopted in 1995, setting out a broader programmatic approach under the umbrella of sustainable development. MAP now involves 21 countries bordering the Mediterranean as well as the European Union.
25. The Mediterranean Action Programme's (MAP) Five-Year Strategic Programme of Work (PoW) for the period 2010-2014 was adopted by the Contracting Parties to the Barcelona Convention at their meeting in Marrakesh, Morocco in 2009¹. Implementation started in 2010 and in 2013 a decision was taken to extend the programme by one year to the end of 2015.
26. The PoW was originally conceived as a rolling programme to be renewed every two years with a five year horizon. It was designed alongside the biennial programme of work for 2010-2011 and has provided a reference point for the biennial PoWs for 2012-2013 and 2014-2015.
27. The anticipated cost of the five-year PoW was €38,856,000, excluding staff and administration costs. The programme was to be resourced by the Mediterranean Trust Fund (MTF), the European Union voluntary contribution, and by project funding from external sources.
28. The strategic Objective of the Programme of Work was to ensure predictability in the work of the MAP². The purpose of the activities in the five year programme was to facilitate and promote the full implementation of the Barcelona Convention, its protocols, strategies, and also the decisions and recommendations of the Meetings of the Contracting Parties.
29. The PoW is structured around six priority themes: Governance, Integrated Coastal Zone Management, Biodiversity, Pollution Prevention and Control, Sustainable Consumption and Production, Climate Change. Each theme is associated with an 'outcome' and one to three 'outputs'.
30. The lead agency for implementation of the PoW is the UNEP/MAP Coordinating Unit which is hosted by the Government of Greece in Athens. Six technical Regional Activity Centres, known as MAP components, have been established to assist the Mediterranean countries in fulfilling their commitments under the Convention and the Protocols. A seventh component, MED POL, has been integrated into the Coordinating Unit.
31. Participating countries are 21 of the 22 Contracting Parties³ to the Barcelona Convention: Albania, Algeria, Bosnia and Herzegovina, Croatia, Cyprus, Egypt, France, Greece, Israel, Italy, Lebanon, Libya, Malta, Monaco, Montenegro, Morocco, Slovenia, Spain, Syria, Tunisia, Turkey. Palestine participates in some activities. Each of the countries has one or more national MAP Focal Points as well as Focal Points associated with the MAP Components and/or with Protocols.
32. The 18th Meeting of the Contracting Parties (3-6 December 2013, Istanbul) requested the UNEP/MAP Coordinating Unit to carry out an external evaluation of the Programme.

¹ Decision IG.19/17 : *Adoption of the Five-Year Programme of Work and Programme Budget for the 2010-2011 biennium*

² Decision IG.17/10. Governance paper

³ The 22nd Contracting Party is the European Union

2. The Evaluation

Objectives of the Evaluation

33. In line with the UNEP Evaluation Policy and the UNEP Evaluation Manual, and as set out in the Evaluation terms of reference, the Outcome Evaluation of Barcelona Convention/UNEP/MAP Five Year Programme of Work 2010-2014 assessed Programme performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and likely impacts (actual and potential) stemming from the Programme, including their sustainability.

34. The evaluation set out to:

- i) Review the 5 Year Strategic Programme of Work (2010-2014) of UNEP/MAP with a view to determine the relevance and contribution of the activities carried out to the objectives of the 6 year Programme, the Convention, Protocols, regional strategies and action plans for the purposes of lesson learning and enhancing effectiveness of future Mid-Term Strategies; and,
- ii) Review the status of the outcomes achieved and the key factors that have affected (both positively and negatively, contributing and constraining) this result.

35. The Evaluation is expected to identify lessons of strategic and operational relevance for future Programme formulation and implementation and provide recommendations regarding the design and content for the new Medium-Term Strategy (2016-2021).

Evaluation Approach

36. The requirements of the Contracting Parties regarding the evaluation process are outlined in COP Decision IG.21/13⁴ which stated that the evaluation process should be participatory and that the draft evaluation report should be shared with MAP's constituency. The terms of reference for the evaluation were developed by UNEP's Evaluation Office in collaboration with UNEP/MAP ([Annex 2. Evaluation TOR](#)).

37. The findings of the Evaluation are based on the following:

- A desk review of programme documents ([Annex 5 – List of documents consulted](#)) including the 5-year Programme of Work, 2-year programmes of work and reports of the Meetings of the Bureau of the Contracting Parties, with annexes including progress reports.
- Face to face interviews with a cross section of stakeholders including the Coordinating Unit in Athens, RACs in Nice and Tunis, and national Focal Points in Greece and Tunisia ([Annex 3 List of Interviewees](#)).
- Telephone and skype interviews with a cross-section of nearly 50 stakeholders including RACs, partners and individual experts ([Annex 3](#)).
- A questionnaire survey to national MAP and RAC Focal Points ([Annex 6. Summary of Questionnaire responses](#)), with 41 substantive responses,

38. Given the context of the Programme in the wider MAP system, particular attention has been paid to catalytic effects, namely the extent to which the programme has:

- i. *Catalyzed behavioural changes* in terms of use and application by the relevant stakeholders of: i) technologies and approaches show-cased by the demonstration programmes; ii) strategic programmes and plans developed; and iii) assessment, monitoring and management systems established at regional and national level;
- ii. Contributed to *institutional changes*. An important aspect of the catalytic role of the programme is its contribution to institutional uptake or mainstreaming of programme-piloted approaches in the regional and national demonstration programmes;
- iii. Contributed to *policy changes* (on paper and in implementation of policy).

⁴ Annex II sub-section "Integrated strategic planning process"

39. The evaluation terms of reference proposed that performance of each of the evaluation criteria set out in the TOR be rated on a seven point scale. A decision was taken during the inception phase not to include ratings for each of these factors. Ratings are useful in a project context where they provide a basis for comparison between a broadly similar set of actions and a basis for meta-analysis at within a portfolio of projects. However they are considered less useful in a programme context.
40. The Evaluation was conducted from August 2014 and a briefing document for MAP was completed at the end of that month. The evaluation inception report was produced in September 2014. Interviews and further visits were undertaken in October and November 2014, and a questionnaire survey was conducted in November 2014 ([Annex 5: Evaluation Schedule](#)).
41. This first complete draft of the evaluation was presented to the MAP Bureau meeting for its consideration and feedback at its 79th meeting in Antalya, Turkey on 4-5 February 2015. Review comments were incorporated in March 2015.
42. The evaluators would like to express their gratitude to the Coordinating Unit, Blue Plan and SPA/RAC for their support to evaluation missions and to interviewees and questionnaire respondents and report reviewers for sharing their time and insights.

Evaluation Constraints

43. The available time for the evaluation was limiting in view of i) the broad scope of the 5-year and related 2-year programmes of work, spanning six themes and nearly 500 planned activities and ii) the relatively complex and evolving institutional and governance framework that has served as a backdrop for programme implementation.
44. The evaluators had to strike a balance between pulling together an overview of delivery across nearly 500 activities and addressing more strategic questions. Despite extensive documentation there is a paucity of information on outcomes particularly at the national level.
45. With regard to assessing performance, the difficulty in attributing change to (the actions of) a particular actor increases at each level in the ToC and is particularly challenging given the complexity of the MAP Programme context. The evaluation will therefore consider the Programme's contribution to expected results including those that will occur after the Programme duration.
46. Finally the evaluators faced some delays in arranging interviews in view of busy schedules and in some cases failed to get a response from potential interviewees. There was limited opportunity travel to countries in view of time and budgetary constraints.

3. The Programme

3.1. Context

47. The Mediterranean Sea is the largest semi-enclosed sea, covering an area of about 2.5 million km². The population of the Mediterranean region has almost doubled since 1970, reaching a level of 143 million people living in coastal areas. The population of the coastal zone is predicted to increase by 31 million residents by 2025, and the number of annual tourist visits is predicted to increase by 130 million over the same period. The Mediterranean Sea is a global biodiversity hotspot hosting 7% of the world's known species of marine fauna and 18% of the world's marine flora.

48. The countries of the Mediterranean Sea basin face a variety of shared environmental problems that are transboundary in nature. The pressures and impacts on coastal and marine systems include⁵:

- Coastal development and sprawl, driven by urbanization and tourism development, leading to habitat loss and degradation, and erosion/shoreline destabilization;
- Overfishing, and incidental or by-catch, affecting community structure, ecological processes, and delivery of ecosystem services;
- Destructive fishing, including bottom trawling and other fishing methods that result in benthic disturbance;
- Contamination of sediments and biota caused by pollution, primarily from urbanization and industry, but also from antifoulants and atmospheric inputs of hazardous compounds;
- Nutrient over-enrichment, leading sometimes to eutrophication and hypoxia, but more regularly to ecological imbalances (reduced water quality and growth of algae);
- Disturbance and pollution caused by maritime industries, including fisheries, shipping, energy, aquaculture, and desalination (operational as well as accident-related);
- Invasive species spread, in many cases mediated by climate change; and,
- Degradation of transitional or estuarine areas, which serve as critical nursery areas for commercial fisheries and also support unique assemblages of species.

49. In 1975 the countries bordering the Mediterranean created the *Mediterranean Action Plan*, which now involves 21 Mediterranean countries and the European Union in concerted efforts to tackle the environmental problems facing the Mediterranean Sea. There was a gradual shift from the initial focus on sectoral approaches to marine pollution towards integrated coastal zone management (ICZM).

50. The *Action Plan for the Protection of the Marine Environment and the Sustainable Development of the Coastal Areas of the Mediterranean* (MAP II) was adopted in 1995 and built on a number of recent global and regional events including the United Nations Conference on Environment and Development (Rio Conference) in 1992.

51. MAP II introduced a broader programmatic approach under the umbrella of sustainable development. The main objectives are to ensure sustainable management of natural marine and land resources and to integrate the environment in social and economic development, and land use policies; to protect the marine environment and coastal zones through prevention of pollution, and by reduction and, as far as possible, elimination of pollutant inputs whether chronic or accidental; to protect nature, and protect and enhance sites and landscapes of ecological or cultural value; to strengthen solidarity amongst Mediterranean coastal states in managing their common heritage and resources for the benefit of present and future generations; and, to contribute to improvement of quality of life.

52. The 1976 *Barcelona Convention for the Protection of the Mediterranean Sea against Pollution* entered into force in 1978 and has gradually expanded its scope of action through seven protocols, including protocols on specially protected areas and biological diversity, hazardous wastes and integrated coastal zone management (ICZM) (Table 1).

⁵ UNEP/MAP. 2012. State of the Mediterranean Marine and Coastal Environment 2012. Highlights for Policy Makers

Table 1. The Seven Barcelona Convention Protocols

Protocol	Adoption	Entry into force
Dumping Protocol Protocol for the Prevention of Pollution in the Mediterranean Sea by Dumping from Ships and Aircraft Amended and recorded as: Protocol for the Prevention and Elimination of Pollution in the Mediterranean Sea by Dumping from Ships and Aircraft or Incineration at Sea	16 Feb 1976 10 June 1995	12 Feb 1978 not yet in force
Prevention and Emergency Protocol⁶ Protocol Concerning Cooperation in Preventing Pollution from Ships and, in Cases of Emergency, Combating Pollution of the Mediterranean Sea	25 Jan 2002	17 March 2004
LBS Protocol⁷ Protocol for the Protection of the Mediterranean Sea against Pollution from Land-Based Sources and Activities	7 March 1996	11 May 2008
SPA and Biodiversity Protocol Protocol concerning Specially Protected Areas and Biological Diversity in the Mediterranean Annexes II & III as amended	10 June 1995 6 Dec 2013	12 Dec 1999 30 March 2014
Offshore Protocol Protocol for the Protection of the Mediterranean Sea against Pollution Resulting from Exploration and Exploitation of the Continental Shelf and the Seabed and its Subsoil	14 Oct 1994	24 March 2011
Hazardous Wastes Protocol Protocol on the Prevention of Pollution of the Mediterranean Sea by Transboundary Movements of Hazardous Wastes and their Disposal	1 Oct 1996	19 Jan 2008
ICZM Protocol Protocol on Integrated Coastal Zone Management in the Mediterranean	21 Jan 2008	24 March 2011

Source: <http://www.unepmap.org/>

53. The five year PoW adopted in 2009 represented the first attempt to develop an integrated strategic framework for the MAP system; and the first attempt to provide a longer term programming horizon for the MAP system to ensure greater continuity and effectiveness. Previous two-year programmes of work were structured by MAP component. The programme reflected guidance in the 2008 Governance document was that it was to include the entirety of MAP activities.

3.2. Objectives and Components

54. The five year PoW was adopted as Appendix 1 to Decision IG.19/17 and is described in a succinct 20-page document comprising a brief introduction and summary descriptions of the context and justification for the programme as well as the general strategy or priorities for each of six programme themes.

55. The preamble sets out the recent contextual changes that provide the backdrop for the PoW including i) developments in understanding and policy context for global and regional environmental issues, ii) new conceptual developments adopted at international and MAP

⁶ Replaced the *Protocol Concerning Cooperation in Combating Pollution of the Mediterranean Sea by Oil and other Harmful Substances in Cases of Emergency* which was in force since 12 February 1978.

⁷ Replaced the *Protocol for the Protection of the Mediterranean Sea against Pollution from Land-Based Sources* which was in force since 17 June 1983

level, iii) changes in the regional governance context including the emergence of new actors such as the Union for the Mediterranean (UfM), iv) adoption and entry into force of new MAP legal instruments, and iv) the role of the PoW in implementing the 2005 Mediterranean Strategy for Sustainable Development (MSSD).

56. The ecosystem approach was to be an overarching principle for the PoW based on the ecological vision for the Mediterranean set out in Decision IG. 17/6, "A healthy Mediterranean with marine and coastal ecosystems that are productive and biologically diverse for the benefit of present and future generations". The related strategic goals are based on priority fields of action for the MSSD:

- a) To protect, allow recovery and, where practicable, restore the structure and function of marine and coastal ecosystems thus also protecting biodiversity, in order to achieve and maintain good ecological status and allow for their sustainable use.
- b) To reduce pollution in the marine and coastal environment so as to minimize impacts on and risks to human and/or ecosystem health and/or uses of the sea and the coasts.
- c) To prevent, reduce and manage the vulnerability of the sea and the coasts to risks induced by human activities and natural events.

57. The preamble also includes brief introductory paragraphs on each of six programme themes that variously refer to recent global or regional policy initiatives and institutional developments, to general strategic directions and /or to the environmental and socio-economic context.

58. The programme logframe is organised by the six programme themes, each with an outcome and one or more outputs (Table 2). The Logframe includes indicators at output level and a set of indicative activities for each output. Further columns present, for each output, the relation to the BC, its protocols, strategies and decisions; links to other actions/ partners; financial requirements; and risks.

59. Finally, the 2008 Governance Paper chapter on 'Work Programme and Longer Term Planning' identified a strategic purpose of the five-year indicative programme, to ensure predictability in the work of the MAP. It stated that the purpose of the activities in the five year programme should be to facilitate and promote the full implementation of the Barcelona Convention, its protocols, strategies, and also the decisions and recommendations of the Meetings of the Contracting Parties. The Programme was to be reviewed and revised on a rolling basis in order to ensure effectiveness and relevance and accommodate new developments.

3.3. Target Areas/Groups

60. The target area and target groups for the PoW are not explicitly stated in the PoW but are implicit in the PoW scope (Paragraph 59). The target area can be understood as the marine and coastal ecosystems of the Mediterranean basin. The PoW also addresses pressures and drivers affecting on marine and coastal systems resulting from activities in the wider Mediterranean basin.

61. Target groups are the populations of the countries of the Mediterranean basin and specifically the Contracting Parties to the BC. Target groups are identified in the Convention and its Protocols, Decisions and Strategies whose delivery is to be facilitated by the PoW. Immediate targets include the national and local administrations responsible for management of activities affecting the Mediterranean Sea and coastal areas as well as the vast range of private actors whose actions directly affect the marine and coastal environment, and intergovernmental and non-governmental organisations and institutes facilitating better management.

3.4. Milestones/Key dates in Programme Design and Implementation

62. The decision to develop and adopt a 5-year PoW was formalised in the Governance Paper adopted at COP 15 (Decision IG 17/5, Almeria, 2008) which aimed at ensuring an effective MAP governance based on stronger cooperation and integration among MAP components, result oriented programming and planning, increased ownership of the Contracting Parties and

higher visibility of MAP and the Barcelona Convention. The Decision was based on the work of a drafting committee led by Italy that was established at the previous COP in 2006.

Table 2. Five Year PoW Theme, Outcomes and Outputs

Theme	PoW Outcome	PoW Outputs
Governance	Barcelona Convention, protocols, and strategies effectively implemented	1.1 Strengthening Institutional Coherence, efficiency and accountability 1.2 Implementation gap filled: Contracting Parties supported in meeting the objectives of the BC, protocols and adopted strategies 1.3. Knowledge and information effectively managed and communicated
Integrated Coastal Zone Management (ICZM)	Sustainable development of coastal zone enhanced	2.1 Coastal zone management achieves effective balance between development and protection (sustainable development of coastal zone)
Biodiversity	Marine and coastal biodiversity loss reduced	3.1 Ecosystem services provided by the marine and coastal environment identified and valued 3.2 Biodiversity conservation and sustainable use (strategic vision, new objectives in the post 2010 context, including fisheries, ballast, non-indigenous species), endangered and threatened species 3.3 Network of Marine and coastal Protected Areas (MPAs), including Areas Beyond National Jurisdiction (ABNJ), extended, strengthened and effectively managed
Pollution Prevention & Control	Land-based and sea-based pollution reduced	4.1 Early warning of pollution (spills, dangerous/hazardous substances) 4.2 Lower levels of pollution in the Mediterranean marine and coastal environments
Sustainable Consumption & Production	Unsustainable consumption and production patterns changed	5.1 Drivers affecting ecosystems addressed: economic activities, patterns of consumption, infrastructure and spatial development more sustainable, transport
Climate Change	Mediterranean environment less vulnerable to Climate Change	6.1 Mediterranean region able to face climate change challenges through a better understanding of potential ecological impacts and vulnerabilities 6.2. Reduced socio-economic vulnerability 6.3. Assess and provide information to reduce adverse environmental Impacts of mitigation and adaptation strategies & technologies

Source: 5-Year PoW

63. The Five-Year Strategic Programme of Work for the period 2010-2014 (PoW) was adopted by the Contracting Parties at their meeting in Marrakesh, Morocco in 2009⁸. Implementation started in 2010. In 2013, at their 18th meeting, the Parties approved extension of the programme by one year to the end of 2015 (Decision IG.21/17).

3.5. Implementation Arrangements

64. The lead implementing agency is the UNEP/MAP Coordinating Unit based in Athens, Greece.

⁸ Decision IG.19/17 : *Adoption of the Five-Year Programme of Work and Programme Budget for the 2010-2011 biennium*

65. Seven additional MAP components, assist Mediterranean countries in fulfilling their commitments under the Convention and the Protocols:

- Regional Marine Pollution Emergency Response Centre for the Mediterranean Sea - REMPEC, Malta, for Marine Pollution Emergency Response;
- Specially Protected Areas Regional Activity Centre - SPA/RAC, Tunisia, for Biodiversity and Protected Areas;
- Priority Actions Programme Regional Activity Centre - PAP/RAC, Croatia, for the promotion of Integrated Coastal Zone Management;
- Blue Plan Regional Activity Centre - BP/RAC, France, for prospective analyses of environment and sustainable development;
- Sustainable Consumption and Production Regional Activity Centre - SCP/RAC, Spain (known as Cleaner Production (CP) /RAC until 2013)
- Regional Activity Centre for Information and Communication - INFO/RAC, Italy, for Environmental Information Systems.
- The functions of marine pollution assessment and control are carried out the MED POL Programme, which is integrated into the MAP Secretariat.

66. Participating countries are the 21 national Contracting Parties to the Barcelona Convention: Albania, Algeria, Bosnia and Herzegovina, Croatia, Cyprus, Egypt, France, Greece, Israel, Italy, Lebanon, Libya, Malta, Monaco, Montenegro, Morocco, Slovenia, Spain, Syria, Tunisia, and Turkey.

67., and The Mediterranean Commission for Sustainable Development (MCSDD) was constituted a subsidiary body to the BC COP following the agreement on MAP II and was expected to serve as a vehicle for its implementation. The Commission is involved in the assessment of sustainable development issues of common concern to the countries of the region. It provides inputs to the formulation of the MSSD and spearheads its implementation at the country level.

3.6. Programme Financing

68. The programme cost anticipated in the PoW is EUR 38,856,000, excluding staff and administration costs. The Programme document indicates that expected funds fall into two categories: i) Mediterranean Trust Fund and European Commission funding ('MTF/EC' funds accounting for approximately 34% of total) and ii) external project-based funding raised by UNEP and by the RACs ('EXT').

69. At an operational level, two-year activity budgets associated with each biennial PoW have been approved at successive COPs⁹. The six-year total EUR 60.9 million is equivalent to 156% of the PoW total. Further information on funding allotments and expenditure are included in [Section 5.5](#) of this report.

3.7. Programme Partners

70. The MAP mandate set out in the Governance paper includes liaison with NGOs, local authorities and private actors but does not specifically address how MAP should work with partners and projects in the delivery of its PoW.

71. A broad range of external partners are named in the five-year PoW logframe column entitled "Links to other Actions/Partners" but the accent seems to be placed on complementarity of their actions with PoW outputs rather than identification of opportunities for direct collaboration in the PoW delivery. The 'relation to other actions and initiatives' is similarly identified at activity level in the two-year PoW (2010-2011) that was adopted alongside the five-year PoW

⁹ Decisions IG19/17, IG 20/8, IG 21/9

72. The two-year PoW includes a column on 'responsibility and partners' that has been used to identify responsible MAP components but includes reference to a limited number of MAP projects as well as to external partners and initiatives. These include (in order of reference) the European Maritime Safety Agency (EMSA), Birdlife, the Andalucía Region and Spanish Ministry of Environment (for the CAMP project), FAO, General Fisheries Commission for the Mediterranean (GFCM), IUCN, RAMOGE, CIESM, CEDARE, EEA, ECLAT, and the Mediterranean Energy observatory. The two-year PoW also included several activities under Output 1.1 related to partnerships.

3.8. Changes in Design during Implementation

73. The PoW was originally conceived as a rolling programme to be renewed every two years with a five year horizon. In practice it was designed alongside the biennial Programme of Work for 2010-2011 and has provided a reference point for the biennial Programmes of Work for, 2012-2013 and 2014-2015 adopted at successive COP meetings¹⁰. The main change during implementation of the plan has been the extension of the delivery period from five to six years (Paragraph 63).

74. The evolution of the biennial plans reflects developments during the course of PoW implementation, which are addressed in more detail in the section of this report dealing with relevance and delivery.

75. Two protocols have entered into force during the implementation period to date and a large number of action plans have been adopted by the conference of parties.

3.9. Reconstructed Theory of Change of the Programme

76. The theory of change (ToC) of a Programme depicts the causal pathways from Programme outputs (goods and services delivered by the Programme) through outcomes (changes resulting from the use made by key stakeholders of Programme outputs) towards impact (changes in environmental benefits and living conditions). The ToC can also depict any intermediate changes (called intermediate states) required between Programme outcomes and impact. The ToC identifies the external factors that influence progression along the pathways. These external factors are either 'drivers', over which the Programme has a certain level of control or influence, or 'assumptions', over which the Programme has no control.

77. The reconstructed ToC for the MAP 5-year PoW (Annex 7) has been based on the overall programme framework as presented in the Programme Logframe, with reference to the outcomes, outputs and identified risks. The Programme's intended impacts are not explicitly identified in the logframe, though some thematic outcomes are worded as impacts (i.e. environmental stress reduction or change in environmental status). Higher level outcomes are therefore based on the PoW outcomes and the ecological vision for the Mediterranean (Paragraph 56).

78. There is no direct consideration of impact drivers or assumptions in the PoW logframe. However many of the risks identified in the PoW Logframe can be reformulated as impact drivers or as assumptions. Social and political factors identified in the Logframe include:

- Lack of political will / support (Governance, Biodiversity & Pollution themes);
- Insufficient support of MAP and RAC Focal Points (Governance),
- Administrative delays (ICZM);
- Difficulties of coordination among partners and sectors (ICZM, Biodiversity, SCP) and donors (Pollution);
- Sectoral conflict of interest (ICZM, Biodiversity),
- Lack of awareness (Biodiversity)
- Lack of support of public authorities (SCP)

¹⁰ Decision IG.19/7; IG.20/14, IG.21/17

- Difficulty to reach and mobilize experts from other sectors (SCP)
- Reluctance towards low carbon economy (Climate)

79. An additional identified risk, *lack of human and financial resources* (Governance, Biodiversity, and Pollution) can be considered internal to delivery of the programme but also important in terms of its wider effects at country level.

80. Many project activities set out either explicitly or implicitly to meet these challenges with project efforts in this area becoming important drivers of change.

4. Evaluation Findings

4.1. Strategic Relevance

81. The PoW was designed in the context of the 1976 Barcelona Convention, as amended in 1995 ("Convention for the Protection of the Marine Environment and the Coastal Region of the Mediterranean") and related Protocols and within the wider MAP II framework with its emphasis on sustainable development. It was intended to facilitate the implementation of the BC and its protocols and strategies as well as the decisions and recommendations of the Meetings of the Contracting Parties. These can be considered a reflection of and consensus regarding sub-regional environmental issues and needs falling within the scope of the Convention.
82. The preamble to the PoW includes a broad overview of the global and regional context for the PoW, with a focus on recent changes and emerging issues, as well as rather weak thematic introductions that justify interventions from the perspective of global and regional policy and/ or related environmental and socio/economic concerns.
83. The relation of each output to the BC, its protocols, strategies, and decisions of the Contracting Parties is addressed through a dedicated column in the Programme logframe. The main relations existing in 2010 are summarised in [Table 3](#).
84. The policy context has evolved during the PoW implementation period including notably through the entry into force of the 1976 Offshore Protocol and 2008 ICZM Protocol in March 2011. Ongoing operational considerations include the institutional responses to various institutional reviews and audits, adoption of Decisions on Partnerships and Cooperation Agreements (See Section 5.3); MCSD and MSSD; reporting & compliance (Section 5.6); and resource mobilisation (Section 5.5). Other developments include the adoption of a significant number of thematic decisions including action plans and roadmaps (Section 4). The focus on SCP was cemented with the renaming of CP/RAC Barcelona as SCP RAC in 2013. Finally, with regard to climate change, the notes of the October 2010 ECP meeting indicate the MAP focus should be on adaptation.
85. There is no direct reference to a systematic gap analysis having been undertaken during the design of outputs and associated indicative activities. However, the Programme logframe includes, for each output, a description of links to other actions and partners reflecting consideration of and an in-depth familiarity with the complementary activities of other actors at the regional level (Paragraph 71). Individual actions reflect longer term implementation of the BC and related protocols as well as strategies and actions adopted by the Contracting Parties in the years preceding the current PoW period.
86. With regard to relevance of implemented activities, a few interviewees questioned whether activities funded on the basis of external (parallel) funding raised by RACs, including host country contributions, were sufficiently well aligned with the PoW and/or were sufficiently regional in focus. Similarly, some interviewees and survey respondents expressed concern that the ecosystem approach (EcAp) project was EU-driven and questioned whether it was appropriate or timely for non-EU countries. The question of adaptive management and alignment is considered in further in [Section 5.2](#) of this report.
87. Finally, some interviewees raised the issue of whether the MAP system is best placed to deliver services in some areas in view of the changing institutional context. Specifically questioned were the role of REMPEC in the area of maritime accidents in view of the expanded geographical remit of the European Maritime Safety Agency (EMSA) and of INFO/RAC in the area of information and knowledge management in view of the proliferation of providers and lack of support for centralising MAP efforts in this area.

Table 3. Principal Linkages between PoW themes and MAP Policy Framework

Theme	Main Justification /Background
Governance	Output1.1 - Institutional Framework – Articles 17-19 of the BC – Decision 17/5 “Governance paper” (2008) – Decision 19/6 on cooperation with civil society (2010) Output 1.2 - Implementation Gap – BC Protocols and strategies plus MSSD Output 1.3 - Knowledge and Information – Articles 12 & 26 of the BC
ICZM	– ICZM Protocol (2008) – Additional contributions to marine pollution and biodiversity protocols. – MSSD
Biodiversity	– SPA & Biodiversity Protocol (1995) – Strategic Action Programme for the Conservation of Biological Diversity in the Mediterranean Region (SAP- BIO, 2003); – Decision IG 17/5 on Implementation of an Ecosystem Approach (2008) – Decision IG 17/11 on SPAMIs (2008) – Action Plans on species, habitats and non indigenous species spanning the period 1987 to 2008
Pollution	– LBS Protocol (1996), – Prevention and Emergency Protocol (2002) – Hazardous Wastes Protocol (1996), – Dumping Protocol (1995) – Strategic Action Programme to Address Pollution from Land-Based Activities (SAP-MED, 1997), – Regional Strategy for Prevention of and Response to Marine Pollution from Ships (2005). – Regional Strategy on Ships’ Ballast Water (2010) – Decision IG 17/7 on national action Plans related to the LBS protocol (2008)
SCP	– The Mediterranean Strategy on Sustainable Development (MSSD, 2005) (SCP as a cross cutting objective) MCSD multiannual programme of work ¹¹
Climate Change	– The Mediterranean Strategy on Sustainable Development (MSSD, 2005) – Almeria Declaration (2008) – Contributions to SPA, ICZM and several pollution protocols

Source: 5 and 2-year PoW Documents, Reports of COP 15- 18

Questionnaire Responses on Relevance

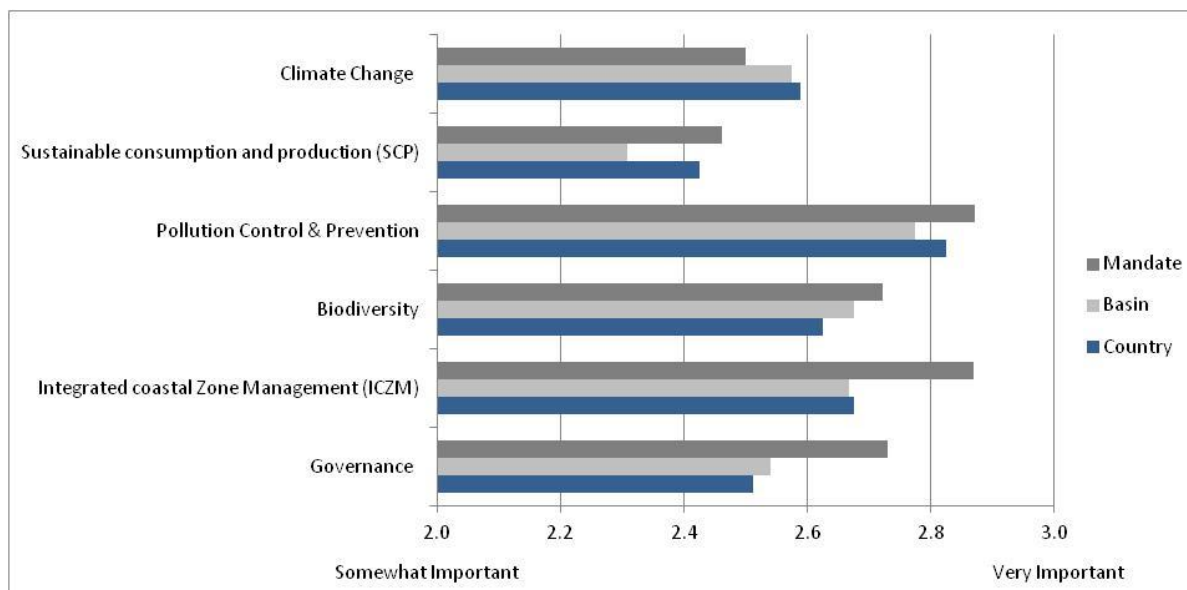
88. The questionnaire survey undertaken as part of the evaluation asked MAP and RAC Focal Points to rate the relevance of the six PoW themes at national and basin level and with regard to the MAP mandate and comparative advantage. Figure 1 shows a summary of average ratings for relevance across the six themes (featuring the ratings range ‘somewhat important’ to ‘very important’ where all average ratings fell).

89. *Pollution Control & Prevention* and *ICZM* are rated as the overall most relevant issues at country level, basin level and with regard to the MAP mandate. *Climate change* and *SCP* received the lowest ratings with regard to the MAP mandate and *SCP* received the lowest overall ratings at both country and basin level. Ratings for *Governance* are higher with regard to the MAP mandate than at basin and country level, perhaps reflecting that the first output under this theme refers to governance of the MAP system.

90. Questionnaire respondents from one or two EU countries noted the limited relevance of each of the *Governance*, *Biodiversity* and *Climate Change* themes for their countries in view of existing implementation of EU legislation in this regard. Respondents from three countries noted that their countries had not yet signed or ratified the *ICZM* protocol and a fourth commented on its limited relevance in view of the country’s short coastline.

¹¹ This has not been implemented

Figure 1. Summary of survey responses on relevance of PoW themes at basin level and at country level and with regard to MAP mandate (based on application of a numerical scale to survey ratings)



Source: Evaluation Survey

91. The summary of survey results in [Annex 6 \(Part 2\)](#) includes an analysis of the differences in ratings between EU and non-EU Mediterranean countries as well as an overview of the distribution of responses amongst the relevance ratings.
92. There are no marked differences between the perceptions of EU and non-EU countries with regard to relevance of different PoW themes at basin level and to the MAP mandate and comparative advantage. With regard to relevance at country level, EU and non-EU countries differ on three themes: *Climate change* is rated as more important at the national level by EU countries than by non EU countries while *Governance* and *ICZM* are rated as more important by non-EU countries.
93. With regard to MAP mandate, 87% of respondents rated *Pollution prevention and control* and *ICZM* to be 'highly important'. In contrast just 55% of respondents rated *Climate change* as highly important, and 56 % rated *SCP* as highly important. Responses were similar with regard to relevance at national level, with 82% of respondents indicating that *Pollution prevention and control* was 'highly important' compared to 50% for *SCP*.
94. The questionnaire comments regarding relevance reflect some quite divergent views on relevance that were also heard in interviews. One respondent emphasised the importance of joined up delivery in the broader context of the three pillars of sustainable development while another suggested work should be concentrated on the main problems that were the original reasons for the creation of MAP and the Barcelona Convention, taking into consideration the existence of other international conventions and Protocols.
95. Similarly responses related to 'Other themes that should be addressed by the PoW' are quite diverse. Two respondents stated the scope of work should not be expanded (and 26 skipped the question) while 12 others identified a range of other themes spanning maritime spatial planning, urbanisation, marine transportation, energy efficiency and water stress. This divergence of views on the scope of work echoes the discussions on MAP III at the 18th COP meeting.

Realism of Objectives

96. The resources allocated to the programme activities in support of implementation of the Barcelona Convention reflect the largely regional level of activities undertaken by the MAP components. Delivery of programme activities was underpinned by the support of the Coordinating Unit and other MAP components whose administrative and operational costs (including salaries) have been largely funded outside the PoW Budget. In practice, budgetary and in some cases staffing shortfalls have affected delivery of planned activities ([Section 5.5](#)).
97. The five-year timeframe for the PoW can be considered realistic at the time of design in that this was intended to be a rolling plan that would provide a longer term planning perspective for the MAP's programmatic activities. The one-year extension of the PoW (Paragraph 63) was a pragmatic decision in view of resource shortfalls and delays in delivery of some activities and had the added advantage of better synchronising the medium term and biennial planning cycles.
98. Timing for the major projects managed by MAP (MedPartnership, EcAp and SWITCH-Med) has proved less realistic in view of the need for inception activities at regional and country level, including in some cases extended recruitment or subcontracting processes (Paragraph 360). The ClimVar & ICZM project benefitted in this regard from the management and delivery mechanisms already established under the MedPartnership project.

4.2. Achievement of Outputs

4.2.1. Description of Delivery

99. The outputs set out in the 5-year PoW are the same as those in the 2010-2011 PoW and remained unchanged in each of the successive PoWs that were based on the five year plan. There were 216 activities in the 2010-2011 PoW and 176 and 85 expected results respectively in the 2012-2013 and 2014-2015 PoWs¹², making a total of 477 specific activities over the six year period. Expected results were grouped by 'main activities' in 2010-2011 and by approach¹³ in 2013-2014. Activities under different outputs are often closely related with some overlaps between activities under governance output 1.2 and under other theme outputs.
100. There has not been any explicit reporting to MAP Focal Points or the Bureau against the 57 five-year PoW output indicators or, where applicable, the two-year PoW output targets. Reporting has been mainly based on the delivery of activities set out in the three biennium plans ([Section 5.6](#)). [Annex 7](#) presents a tabulated overview of delivery against the PoW indicators and targets derived from PoW reporting as well as a wider review of programme and project documentation including websites, outreach publications such as brochures and annual reports, and project reports and reporting to RAC focal points (e.g. reports to MED POL focal points).
101. The following paragraphs describe some highlights and also some gaps in delivery based on a review of delivery of planned activities in each of the biennial plans.

1. Governance

102. The Governance theme has three outputs: Strengthening Institutional Coherence, efficiency and accountability; Implementation gap filled: Contracting Parties supported in meeting the objectives of BC, protocols and adopted strategies and Knowledge and information effectively managed and communicated. The original budget was EUR 5.61 million of which EUR 2.01 million was secured when the five year PoW was approved. The main contributing projects over this period have been the MedPartnership and the EcAp projects.

¹² These are grouped by broader activities in the 2012-2013 plan, and listed under approaches or strategies in the 2014-2015 plan

¹³ Technical assistance and capacity building; communications and knowledge management, assessments/analyses; regional policy implementation; information system etc

Output 1.1: Strengthening institutional coherence, efficiency and accountability

103. **2010-2011:** There were 28 planned activities with a total budget of EUR 2.479 million of which EUR 1.82 million was secured (approximately 73 % MTF / EC) on adoption of the PoW. At the decision making level, the MAP focal points meeting and components focal points meeting were organised in May in 2011 and the 14th MCS Dmeeting was organized in June 2011. Regarding emerging issues, one deliverable included the preparation by MAP and its components of the first integrated report including four sub-regional assessment reports of pollution in marine environment. A report on the SCP approach under the EcAp process was initiated. Activities related to high seas included the organization of an expert meeting on Specially Protected Areas of Mediterranean Importance (SPAMIs) in high seas and the evaluation of two SPAMIs. The EEA-UNEP MAP partnership within the SEIS¹⁴ project enabled MAP to produce a '*Regional State of Play report* (ENPI South)' in 2011. Six Executive Coordination Panel (ECP) meetings took place during the biennium. Collaborative agreements were discussed with the International Union for Conservation of Nature (IUCN), the Union for the Mediterranean (UfM) and the General Fisheries Commission for the Mediterranean (GFCM).
104. **2012-2013:** There were 23 expected results organised under 8 activities. The activity budget was EUR 3.07 million of which 37% was secured. COP17 was held in Paris in 2012, COP 19 in Istanbul in December 2013, and a MAP focal points meeting and some component focal point meetings were held in 2013 with partial support by project resources. Achievements were made regarding extension of partnerships and agreements were signed with GFCM, IUCN and UfM. A partnership was also established with the World Bank-Marseille Centre for Mediterranean Integration (WB MCMI) to collaborate on a project related to improved governance of the Mediterranean (ReGoKo¹⁵).
105. **2014-2015:** There are seven expected results organised under three strategies (*Meetings of Policy Making bodies; Strategic planning and Programming; Partnerships and Resources Mobilization*). The activity budget was EUR 1.46 million of which 75% was secured. Following the adoption of a decision on cooperation agreements¹⁶ at COP 18, partnerships are being discussed with ACCOBAMS, the CBD, Black Sea commission, OSPAR and HELCOM. Cooperation with the UfM Secretariat in the framework of H2020 /SEIS was extended.

Output 1.2: Implementation gap filled: Contracting Parties supported in meeting the objectives of BC, protocols and adopted strategies

106. **2010-2011:** There were planned 36 activities with a total budget of EUR 2.16 million of which EUR 1.76 million (81%) was secured. Deliverables under regional policies and action plans included the assessment of MSSD, the preparation of regional plans on biological oxygen demand (BOD) in the food sector, mercury and persistent organic pollutants (POPs) and a regional strategic action plan for litter management. Budget shortfalls affected a number of pollution-related activities led by REMPEC including the implementation of MARPOL¹⁷ annexes. Initially cancelled, they were eventually implemented as complementary activities under SAFEMED projects and a number of trainings and seminars were organized. The 4th MAP Compliance Committee meeting was held.
107. **2012-2013:** There were 25 expected results organised under four activities. The activity budget was EUR 4.18 million of which 27% was secured when the plan was approved. In relation to regional policies, deliverables included the Report on the evaluation and future orientations of the SAP BIO and the adoption of the Marine Litter Regional Plan. An evaluation of implementation of SAP MED and NAPs under the LBS protocol was initiated by MEDPOL and a policy paper was developed on the future of pollution control. With regard to country assistance, a number of workshops were organised related to the implementation of hazardous waste and dumping protocols in the framework of the SWITCH-Med. A large number of

¹⁴ Shared Environment Information System <http://enpi-seis.ew.eea.europa.eu/>

¹⁵ Regional – Governance & Knowledge Generation Project <http://reqoko.planbleu.org/en>

¹⁶ Decision IG.21/13

¹⁷ <http://www.imo.org/About/Conventions/ListOfConventions/Pages/International-Convention-for-the-Prevention-of-Pollution-from-Ships-%28MARPOL%29.aspx>

countries benefitted from trainings and seminars on improvement of inspection systems in the framework of the SAFEMED II project. An activity related to the Offshore Protocol was not undertaken due to financial constraints and lack of human resources during this period. A [set of sustainability indicators related to the MSSD was developed and presented to the MCSD at its 15th meeting in June 2013.](#)

108. **2014-2015:** There are eight expected results organised under three strategies (*Legal progress/compliance and reporting; Implementation of ecosystem approach; Development of new and revision of existing regional Strategies and Action Plans*). The activity budget was EUR 3 million of which 71% was secured when the PoW was approved. Progress was achieved regarding compliance and reporting and 14 Contracting Parties submitted their reports pursuant to Article 26 of the Barcelona Convention. The Barcelona Convention Reporting System (BCRS) is operational and eight additional countries were given authorization to access it.

109. With regard to *Implementation of ecosystem approach*, a number of workshops were organized in the framework of the EcAp process and the correspondence group on Good Environmental Status (GES) and Targets and expert groups has been established and is active. The main achievements related to *Development of new and revision of existing regional Strategies and Action Plans* included the launch of the MSSD 2.0 process in February 2014 with the thematic consultations undertaken as well as the preparation process for a SCP action plan and the publication of the SCP Toolkit for Policy. The Offshore Protocol draft Action Plan was discussed and amended. .

Output 1.3: Knowledge and information effectively managed and communicated

110. **2010-2011** There were 35 planned activities with a total budget of EUR 4.76 million of which EUR 1.18 million (75%) was unsecured. Four activities related to research and development in marine and coastal environments were not delivered owing to budget constraints. The main deliverables for this period were the production of an SCP toolkit for sustainable events and a number of materials related to non-indigenous invasive species. With regard to communication, the MAP Information and Communication Strategy was finalized and new MED POL and SPA/RAC websites were launched. Progress was made under the MedPartnership including the adoption of a preliminary replication strategy in March 2011. Responsibility was shifted to the Project Management Unit due to financial and human resources constraints within INFO/RAC. Similarly, the MedPartnership communication component was partly reassigned to MIO-ECSDE. The Coordinating Unit participated in the inception meeting of the SEIS project in place of INFO/RAC.

111. **2012-2013:** There were 29 expected results organised under four activities. The activity budget was EUR 3.15 million of which 60% was secured. Deliverables related to the integration of information systems of MAP components included the completion of the MED POL information system for marine monitoring on pollution (including testing in five countries). The REMPEC information system and support tool was updated and upgraded. The roadmap for the INFO-MAP system was released. Procurement of equipment and services was affected by budget constraints of INFO/RAC which consequently prioritised labour intensive tasks based on in-kind contributions.

112. In terms of knowledge sharing and exchange, the ICZM Governance Platform was developed and populated and training events on the ICZM Protocol were organised in the framework of the People for Ecosystem-based Governance in Assessing Sustainable development of Ocean and coast (PEGASO) project.

113. **2014-2015:** There are seven expected results organised under two strategies (*Information Systems; Communication and Knowledge Management*). The activity budget was EUR 592.000 of which 47% was secured. Progress under information systems includes the publication of Joint EEA-UNEP/MAP *Horizon H2020 report on shared environmental information system*, with a special focus on marine pollution assessment and control¹⁸, Expansion and updating of the MED POL information system is underway. Regarding the

¹⁸ <http://www.eea.europa.eu/publications/horizon-2020-mediterranean-report>

implementation of MAP communication strategy, the website was updated in three languages, and a proposal was developed for 40th Anniversary of the Mediterranean Action Plan. The annual celebrations of the Mediterranean Coast Day took place in Tunisia in October 2014 as part of a series of similar regional events in Italy (2007 and 2008), Turkey (2009), Slovenia (2010), Algeria (2011), Croatia (2012), and Italy (2013)..

2. Integrated Coastal Zone Management

114. There is just one ICZM output '*Coastal zone management achieves effective balance between development and protection (sustainable development of coastal zone)*', that was intended to contribute to the outcome 'Sustainable development of coastal zone enhanced'.

Output 2.1: Coastal zone management achieves effective balance between development and protection

115. **2010-2011:** There were 15 planned ICZM activities with a total budget of EUR 1.3 million of which EUR 1.09 million was secured (approximately 40% MTF / EC). This was complemented by four governance activities related to the ICZM Protocol, with a total budget of EUR 0.14 million (0.04 million unsecured). Active projects contributing to this theme included the PEGASO¹⁹ project, where PAP/RAC contributed to the work packages related to governance, methods, knowledge and dissemination, and the MedPartnership project.
116. Five planned activities in 2010-2011 were not delivered as a result of shortfalls in funding and one was only partially delivered. These include training workshops on the ICZM protocol; workshops on measures to improve spatial planning, methodologies and tools for landscape management, integrated coastal urban water system planning, and beach management; and a study on best use of port reception facilities. The activity to initiate steps on an '*ICZM protocol Info System*' was delayed pending involvement of INFO RAC. The ICZM Protocol entered into force on 24 March 2011 having been ratified by six Contracting Parties.
117. **2012-2013:** There were nine expected results under ICZM in 2012-2013 organised under three activities (*Implementing ICZM Protocol Action Plan: Assist countries in preparing ICZM Strategies and Plans; Updating and preparing ICZM methodologies; Implementing ICZM protocol through specific local and policy initiatives*). The activity budget was EUR 2.15 million of which just EUR 0.71 million (33%) was secured when the plan was approved. ICZM related activities also appeared under the governance and climate themes. There were six related expected results under governance, spanning four activities, with a total budget of EUR 0.17 million that was fully secured and three related expected results under climate change, spanning two activities, with a total budget of EUR 0.61 million, also fully secured. Active projects contributing to this theme included the MedPartnership²⁰, ClimVar & ICZM²¹, PEGASO, SHAPE²² and ProtoGIZC²³ projects with deliverables including a stock-take of the ICZM legal, institutional and implementation aspects under the the EU FP7 PEGASO project PEGASO immediately after adoption of the ICZM Protocol, that became a model for drafting the subsequently adopted reporting format.
118. Work was postponed on only one expected result ('Assessment report on CAMP and CAMP manual updated') for which funding had not been secured. Work on national ICZM strategies was scaled back in view of a failure to mobilise expected funding for work in Syria and activities on port reception facilities were adapted in view of available resources and opportunities. It is unclear how much funding was mobilised for work on Coastal Area Management Programmes (CAMPs) that accounted for most of the unsecured budget. PAP/RAC commented in the 2012 self-assessment that activities were largely funded by external projects.
119. There were a number of closely related results in this biennium. PAP/RAC commented in the 2012 self-assessment that the PoW was complicated and fragmented and suggested that the

¹⁹ People for Ecosystem-based Governance in Assessing Sustainable development of Ocean and Coast. <http://www.pegasoproject.eu/>

²⁰ Strategic Partnership for the Mediterranean Sea Large Marine Ecosystem <http://www.themedpartnership.org/>

²¹ Integration of Climatic Variability and Change into National Strategies to Implement the ICZM Protocol in the Mediterranean; See MedPartnership site

²² Shaping an Holistic Approach to Protect the Adriatic Environment between coast and sea <http://www.shape-ipaproject.eu>

²³ *Enjeux et perspectives de mise en oeuvre du protocole GIZC en Méditerranée*

newly adopted ICZM Action Plan provided a more systematic framework. This is reflected in an umbrella activity on the Protocol in the following biennium.

120. **2014-2015:** There are seven expected results under two strategies (Implementing Priority actions as agreed in ICZM Action Plan, Technical Assistance and Capacity Building) with a total budget of EUR 2.27 million of which EUR 1.27 million (56%) had been secured.
121. Deliverables over the period covered by the evaluation form a coherent package of work spanning policy, pilot initiatives, capacity development and awareness. They reflect continuity across the biennia as well as adaptations and expansion of the scope of work to reflect the i) entry into force of the ICZM Protocol in March 2011 and ii) adoption of the Action Plan for the implementation of the ICZM Protocol for the Mediterranean (2012–2012) in February 2012. The ICZM Protocol reporting format has been drafted and the first part on legal and institutional aspects adopted.
122. The PAP/RAC-led CAMP initiatives were completed in Morocco, Spain and, recently, Montenegro, and new CAMPS launched in Italy and France. A CAMPS review is underway. Two further pilots are being delivered under the MedPartnership project: the transboundary Buna/Bojana project spanning Montenegro and Albania, and the Reghaia coastal plan (Algeria). Pilot initiatives have attracted significant cofinance and provided entry points for other thematic work in collaboration with other MAP components and partners, such as MPAs work in Montenegro and SCP work in Almeria, Spain.
123. Work on national ICZM plans and strategies was introduced to the PoW in 2012-2013. Initiatives in Montenegro, Albania and Algeria are building on the pilot initiatives while a socio-economic study for the Croatia marine and coastal strategy was drafted.
124. PAP/RAC has led a wide range of initiatives on methodological guidance and testing including development of a conceptual Framework for the implementation of ICZM (PEGASO); drafting of an 'Integrative Methodological Framework' with GWP-Med and UNESCO-IHP to explain the integration between ICZM and IWRM; and preparation of ICZM Guidelines and an explanatory guide for the ICZM protocol. PAP/RAC and Blue Plan have worked jointly on development of the Climagine methodology.
125. Assessments include stocktaking of the state of the art of ICZM in 18 countries, national and synthesis reports taking-stock on legal and institutional aspects of ICZM, reports on maritime and terrestrial spatial planning systems in six countries, two studies of the Croatian legal framework, and assessments of adaptation options in Tunisia and Croatia
126. Training has been undertaken in each biennium through the MedOpen Course which has been progressively updated as well as at the CAMPS in Morocco and Spain. A Regional Workshop on Port Reception Facilities was organized by REMPEC at the Antwerp/Flanders Port Training Centre.

3. Biodiversity

127. There are three outputs 'Ecosystems services provided by the marine and coastal environment identified and valued'; 'Biodiversity conservation and sustainable use (strategic vision, new objectives in the post 2010 context, including fisheries, ballast, non-indigenous species) endangered and threatened species'; and 'Network of Marine and coastal Protected Areas (MPAs) including Areas beyond National Jurisdiction (ABNJ), extended, strengthened and effectively managed', that were intended to contribute to the outcome 'Marine and coastal biodiversity loss reduced'.
128. **Total 2010-2011:** There were 25 planned activities spanning the three outputs for the biennium 2010-2011. The total budget was EUR 2.336 million of which EUR 1.8 million came from external projects: the MedPartnership (EUR 1.3 million); EC funded project MedOpenSeas (EUR 405.000); SAFEMED project²⁴ (EUR 57.000) and Globallast Partnership²⁵ (EUR 50.000). EUR 25.000 was pending IMO approval but not received. A

²⁴ <http://safemedproject.rempec.org/>

²⁵ <http://globallast.imo.org/>

number of activities were related to Governance and five were of direct relevance to the Biodiversity component. One activity related to the update of different information sections on MedGIS²⁶ (meadows; coralligenous) and the regional bibliographical databases was completed. Three activities were underway and one was not addressed in the progress report. One activity regarding the organization of two symposia on marine birds and coralligenous formations was not delivered owing to budget constraints.

129. **2012-2013:** There were 27 expected results spanning the three outputs and of which 13 were delivered. The total budget of EUR 2.574 million of which EUR 875.000 was unsecured. Contributing projects included EcAp, MedKeyHabitat²⁷, SAFEMED, the Globallast Partnership, MedOpenSeas and the MedPartnership. Partners such as IUCN, GFCM, ACCOBAMS, Bern Convention and CMS contributed to the implementation and delivery of activities. Biodiversity related activities also appeared under the governance theme. There were four expected results of direct relevance, of which two were delivered. It included SAP-BIO evaluation and the preparation of a SAP-/BIO roadmap including EcAp and Aichi targets. In this regard, Focal Points requested the preparation of project proposals based on the main priorities identified towards 2020. Three SPAMIs evaluations were completed.

130. **2014-2015:** 2014-2015: There are 13 expected results spanning the 3 outputs of which one result has been delivered. The total budget was EUR 2,176 million of which EUR 1. 329 million (61%) had been secured and contributing projects for this biennium included MedPartnership and MedOpenSeas.

Output 3.1: Ecosystems services provided by the marine and coastal environment identified and valued

131. **2010-2011:** There were four planned activities under this output with a total secured budget of EUR 265,000 of which EUR 40,000 came from the MedPartnership project (Biodiversity component- MedMPAnet²⁸), EUR 25,000 came from the Italian in-kind contribution in relation to the CAMP project.

132. The four planned activities were delivered by SPA/RAC and Blue Plan and include the publication of assessment of the economic value of sustainable benefits resulting from Mediterranean marine ecosystems, mapping of key habitats in two sites, training workshops on taxonomy and a background study of Mediterranean MPAs and feasible economic assessment methodologies. This latter was only completed and published in the 2012-2013 biennium.

133. **2012-2013:** There were three expected results organized under two activities with a total budget of EUR 369,000 of which EUR 170,000 (46%) was unsecured. Two expected results were completed including the publication of two studies on economic impacts on protected areas and sustainable fisheries led by Blue Plan with support of SPA/RAC. A joint economic study on fisheries with GFCM was not delivered because the external funds were not mobilized. The fourth result related to training of national experts on MPAs and ecosystems services will be delivered in 2014/2015 owing to the late availability of MTF funds. The main project contributing to this output is EcAp.

134. **2014-2015:** There is one expected result regarding case studies on marine and coastal ecosystem services for which resources were fully secured through the MTF (EUR 20.000). There has not yet been any progress reported.

Output 3.2: Biodiversity conservation and sustainable use (strategic vision, new objectives in the post 2010 context, including fisheries, ballast, non-indigenous species) endangered and threatened species

135. **2010-2011:** There were 16 planned activities with a total budget of secured EUR 369,000 of which EUR 107.000 came from external projects and EUR 25,000 was pending IMO approval. Ten activities were completed. Two activities were not undertaken owing to budget constraints, of which one was planned on MTF and the other one did not receive the IMO funds; the rest

²⁶ <http://medgis.medchm.net/>

²⁷ <http://www.rac-spa.org/medkeyhabitats>

²⁸ <http://medmpanet.rac-spa.org>

was partially delivered or underway at the time of the last formal report for this biennium. Active projects contributing to this theme included SAFEMED and the Globallast Partnership. Several activities were implemented in collaboration with relevant partner organisations such as GFCM regarding the evaluation of the interactions between fishing/aquaculture and the conservation of threatened species and sensitive habitats; and the ONFCS (French National Office for the Conservation of Wild Fauna), AEWA, Conservatoire du Littoral (CERL), British Royal Society for Protection of Birds in relation to country assistance for the implementation of the Bird Action Plan. Actions plans on Monk seal and turtles were implemented in a few countries.

136. **2012-2013:** There were 14 expected results organised under three main activities with a total budget of EUR 530,000 of which EUR 215,000 was unsecured. Six expected results were completed including two actions jointly implemented with IUCN). Four expected results results were not achieved owing to a lack of funds including one activity linked to the Globallast project. Funding for the mapping of sea grass meadow and the organisation of a regional conference on SPAMIs was mobilised through the MedKeyHabitats²⁹ project after initial delays due to budget constraints. Three results related to ballast water management and invasive species were not addressed in the reporting.

137. Active projects contributing to this output included: EcAp, MedKeyHabitats, SAFEMED project and Globallast Partnership, IMO ICTP. Partner organizations included IUCN; ACCOBAMS, GFCM, Bern and Bonn convention. SPA/RAC reported that in relation to conservation of threatened species, collaboration with international organizations and conventions (ACCOBAMS, GFCM, CMS, Bern convention) is needed to reach a high level of results and to avoid redundancy of activities. A MoU was signed between SPA/RAC and the Institute for Nature Conservation (Slovenia) to organise symposia on coralligenous formations . marine vegetation and dark habitats in October 2014.

138. **2014-2015:** There are eight expected result under three strategies (Revision and implementation of action plans, species list and other biodiversity policies; Technical assistance and capacity building; Information systems) with a budget of EUR 998,000 of which EUR 625,000 were unsecured.

139. One highlight of this biennium was the organization of a workshop on ecologically and biologically significant marine areas (EBSAs) in cooperation with the CBD secretariat which concluded with the endorsement of the EBSAS list for the Mediterranean. A number of symposia were organized under Technical assistance and capacity building including the symposium on dark habitats, launched the implementation phase of the regional action plan. Under Information systems, funding was secured from IMO's (ITCP) for the organisation of a National Ballast Water Management (BWM) Convention Twinning Workshop in Morocco.

Output 3.3: Network of Marine and coastal Protected Areas (MPAs) including Areas beyond National Jurisdiction (ABNJ), extended, strengthened and effectively managed

140. **2010-2011:** There were five planned activities with a total budget of EUR 1.7 million of which EUR 1.28 million came from MedPartnership (Biodiversity component led by SPA/RAC), EUR 405,000 came from the EU funded MedOpenSeas project, and EUR 30,000 from the MTF. Regional training workshops on MPAs as well as a series of guidelines were conducted through the MedPartnership project. The main achievement concerned the definition of 12 potentially new open seas areas for the inclusion in the SPAMI list

141. **2012-2013:** There were 10 expected results organised under two activities (*Assist countries to establish SPAMIs in the open sea: Strengthening the marine protected area network*).The budget was EUR 1.65 million of which EUR 1.08 million was funded through the MedPartnership project. EUR 490, 000 was unsecured.

142. Funding for *Assistance to countries to establish SPAMIs in the open sea*, four expected results was largely unsecured. No progress was reported in the reporting period but funds have now been mobilised through the MedOpenSeas project (EUR 490,000). Deliverables were reported for all expected results related to *strengthening the marine protected area network* with a secured budget of EUR 1.16 million mainly funded through the MedPartnership..

²⁹ <http://www.rac-spa.org/medkeyhabitats>

143. **2014-2015:** There are four expected results under two strategies (*Technical assistance and capacity building; Communications and knowledge management*) with a budget of EUR 1.16 million of which EUR 222,000 was unsecured. Activities are underway through the MedPartnership and MedOpenSeas projects.

4. Pollution Control and Prevention

144. There are two outputs 'Early warning of pollution (spills, dangerous/hazardous substances)' and 'Lower levels of pollution in the Mediterranean marine and coastal environments' that were intended to contribute to the outcome 'Land based and sea-based pollution reduced.'
145. Over the five year programme, active projects contributing to this theme included MedPartnership project, EcAp, H2020, SAFEMED II, POSOW³⁰, MEDESS- 4MS³¹, BAT4MED³² and SEIS. Planned activities on pollution control and prevention were also completed by governance and climate change related activities over the three biennia.

Output 4.1: Early warning of pollution (spills, dangerous/hazardous substances)

146. **2010-2011:** There were 23 planned activities with a total budget of EUR 1.05 Million of which EUR 0.85 was secured. Thirteen activities were delivered and include assessment of trends of pollutants inputs; inter-calibration exercises, trainings, national contingency plans, alert exercises, guidelines on the use of dispersant. An activity to support Contracting Parties in participation of training courses on preparedness and response to marine pollution was not delivered as a result of budget constraints. IMO ITCP supported a workshop on hazardous and noxious substances and a contingency plan for Montenegro. The main contributing project was SAFEMED II that was expanded to four additional countries and extended to the end of 2012.
147. **2012-2013:** There were 13 planned activities under three activities with a total budget of EUR 1.26 million of which EUR 0.48 million was secured. With regard to pollution and monitoring, a number of activities initiated in the previous biennium were completed and delivered. These include the assessment of the order of magnitude of nutrients from diffuse sources, the provision of assistance to two countries in the implementation of their national monitoring programme, the translation of the Oil spill waste management guidelines into French and Spanish, the upgrade of the MDSIS TROCS.. With regard to preparedness and response to marine pollution accidents, four deliverables were reported within the POSOW project. These include one approval of one national contingency plan, a workshop on the Hazardous and Noxious Substances Protocol, training of trainers on clean up assessment and production of four related manuals. A model was developed for establishing a direct relationship between Emission Limit Values and Environmental Quality Standards of marine coastal water (ELV/EQO) as a means to bridge the LBS Protocol and ecosystem approach.
148. **2014-2015:** There are eight expected results under two activities with (*Assessments and analyses and Technical assistance and capacity building*) with a total budget of EUR 0.65 million of which EUR 0.55 million was secured. Work on the implementation of national monitoring programme has continued and includes the assistance to four countries and 45 pollution indicators were reviewed with the MEDPOL FPs as part of the NAP update process. Funds were secured with secured from IMO ITCP to assist one additional country in the preparation of a national contingency plan.

Output 4.2: Lower levels of pollution in the Mediterranean marine and coastal environments

149. **2010-2011:** There were 15 planned activities with a total budget of EUR 3.57 million of which EUR EUR 3.16 million was unsecured. Contributing projects include the MedPartnership project, SAFEMED II and H2020. Eight activities were completed. The blind intercalibration exercise for bathing waters quality was postponed and the assessment of capacities of Mediterranean commercial ports and terminals safety was also not delivered owing to unavailability of funds. Four activities were implemented within the MedPartnership project including the assessment of emission limit values in relation to Environmental Quality Standards, an activity that was not planned when the PoW was approved.

³⁰ Preparedness for Oil-polluted Shoreline cleanup and Oiled Wildlife <http://www.posow.org/>

³¹ Mediterranean Decision Support System for Marine Safety <http://www.medess4ms.eu/>

³² Boosting Best Available Techniques in the Mediterranean Partner Countries <http://www.bat4med.org/en>

150. **2012-2013:** There were 18 expected results under five activities with a total budget of EUR 2.34 million of which EUR 1.84 million was secured (78% of MTF/EC). Contributing projects included the MedPartnership, BAT4MED and SEIS. Deliverables include the preparation of Guidelines on BEPs for sound management of mercury, implementation of a regional plan on POPs in four countries and the preparation of Pollutant Release and Transfer Registers (PRTR) in two countries. Updating of NAPs under the LBS Protocol was initiated through collaboration with the H2020 initiative, building on the earlier review of progress. NAP country profiles and implementation factsheets have been developed and will be updated for publication in 2015. Two results planned in collaboration with the World Health Organization and reported as low priority were not achieved in this period due to lack of financial and human resources: the implementation of guidelines for environmental health risks in tourist establishment and technical guidelines on beach profiles.
151. **2014-2015:** There are fourteen expected results under two strategies (*Regional policies implementation and Technical assistance and capacity building*) with a total budget of EUR 1.9 million of which EUR 1.32 million was secured. With regard to regional policies implementation, updated guidelines on NAPs were prepared taking account of the adoption of good environmental status targets for EcAp on pollution and marine litter. Guidelines on hot spot assessment criteria, national baseline budgets, and cost benefit and effectiveness of control measures were approved by MED POL focal points, while guidelines on lube oil, PCB management, tanneries and phosphogypsum are expected to be completed by mid 2015. In terms of capacity building and country assistance four expected results were completed including organisation of national workshops on PRTR, with 150 experts trained, and the preparation of PRTR guidelines in the framework of the SEIS project. Six countries have been supported to prepare PRTR projects within the framework of the SEIS project A workshop on PCB (polychlorinated biphenyl) management was organized as part of the MedPartnership component on pollution reduction and training was conducted on sustainable management and governance of industrial areas. Finally, 900 tonnes of PCBs were inventoried in the period 2013-2014 and their disposal is expected to be completed in 2015 under the MedPartnership project.

Pollution Contributions under Governance

152. **2010-2011:** There were 22 governance activities related to pollution control and prevention. Achievements include the preparation of regional plans on BOD in the food sector, mercury and POPs, and a regional strategic action plan for litter management. A number of activities on the implementation of MARPOL annexes and transposition into national legislation were funded by the World Bank having initially been cancelled due to budget constraints. The activities were completed and complementary to SAFEMED II. An activity on the feasibility of a sub-regional policy on surveillance of marine areas under jurisdiction was not undertaken owing to a lack of funds.
153. **2012-2013:** There were twenty four pollution-related expected results under the governance theme. The assessment of implementation of SAP-MED through National Action Plans continued and was identified as a priority in 2012-2013. Major progress was made in relation to the EcAp process including the preparation of documents for the definition of GES and for establishment of targets. Efforts focused on the preparation of the regional plan on marine litter as requested by the Contracting Parties at COP 17. In relation to maritime safety, a number of trainings on port state control and vessel traffic services were delivered in the framework of SAFEMED II project.
154. **2014-2015:** Five expected results were planned under governance with progress made on the revision and amendment of Offshore Protocol action plan.

5. Sustainable Consumption and Production (SCP)

155. There is one output '*Drivers affecting ecosystems addressed: economic activities, patterns of consumption, infrastructure and spatial development more sustainable*' intended to contribute to the outcome 'Unsustainable consumption and production patterns changed'.

Output 5.1: Drivers affecting ecosystems addressed: economic activities, patterns of consumption, infrastructure and spatial development more sustainable’.

156. **2010-2011.** There were 15 planned SCP activities with a total budget of EUR 2.05 million of which EUR 155,000 was secured (approximately 7.5 % MTF / EC). This was complemented by a governance activity related to improvement of communication with civil society and private sector on SCP, with a total budget of EUR 60,000. Activities were implemented by SCP/RAC and Blue Plan. Active projects contributing to this theme included GRECO Initiative³³ (Green competitiveness), CAMP Levante de Almeria³⁴; COMSUMPEDIAMED³⁵ and Horizon 2020³⁶.
157. As a Stockholm Convention Regional Centre since 2009, SCP/RAC contributed to the POP FREE initiative with the Stockholm Convention. Partnerships were extended and MoUs were signed with country centres with a view to expand the SCP network organizations and with MIO-ECSDE within the H2020 framework. Most activities were completed. The three activities led by Blue Plan were linked to the MSSD. **2012-2013:** There were 16 expected results organised under six activities (Analysis on renewable energies; Green economy and SCP; Capacity building activities and pilot projects on SCP; Empowering civil society, consumers associations and NGO on SCP and POPs prevention; Capacity Building to implement NAP on Sustainable Public Procurement at local, regional or national level in Mediterranean countries; Capacity building to implement sustainable public procurement and green Campus in Universities). The activity budget was EUR 3.6 million. There was no MTF support to SCP theme in this biennium³⁷ and activities depended on secured external funds (EUR 2.88 million).
158. SCP-related activities also appeared under the governance, ICZM and Pollution themes. There were four related expected results under governance, spanning four activities, with a total budget of EUR 803,000 of which EUR 680,000 was unsecured. There was one related expected result under ICZM (*implementing ICZM protocol through specific local and policy initiatives*) in relation to the integration of SCP in the ICZM processes and CAMP projects with a total budget of EUR 38,000 of which only EUR 2,000 was secured. There were four expected results under the Pollution Control and Prevention theme (*Pollution reduction and demonstration projects, including the sound management of POPs*) in collaboration with MEDPOL with a total budget of EUR 550,000 of which EUR 260,000 was unsecured.
159. Active projects contributing to this theme included GRECO, CONSUMPEDIAMED, H2020, BAT4MED, MedPartnership, SWITCH-Med³⁸, and CAMP Almeria. There were a number of closely related results in this biennium, mostly general actions on capacity building (CAMP Almeria, GRECO) awareness raising and communication outreach (CONSUMPEDIAMED). The SWITCH-Med project started during the biennium and the major achievement was the SCP methodology toolkit SWITCH-Med. A baseline report on SCP in the BC and Protocols, a first Roadmap on SCP and a COP 18 Decision to develop a Regional SCP Action Plan were developed. A report on the SCP approach in the application of the ecosystem approach to the management of human activities in the Mediterranean was reported as being in its finalization stage with translation into French³⁹. A planned analysis on renewable marine energies (BP/RAC) for which funding had not been secured appears to have been cancelled.
160. **2014-2015:** There are eight expected results under two strategies (*Technical Assistance and Capacity Building, Assessments and analyses*) with a total budget of EUR 2.15 million of which 0.21 million had been secured at the time the plan was adopted.. Three deliverables have reported to date including the publication of a SCP Toolkit for Policy makers and the launch of the SCP network facility platform within the SWITCH-Med project. In relation to Governance, there is one expected result with regard to *Development of new and revision of existing Regional strategies and action plans*, with a fully secured budget of EUR 0.39 million. The first draft of the SCP Action Plan was reported under this activity. Looking ahead, ‘green economy’

³³ <http://www.cprac.org/en/projects/greco>

³⁴ <http://www.camplevantedealmeria.com>

³⁵ <http://www.consumpediamed.com/>

³⁶ <http://www.h2020.net/capacity-building/h2020-capacity-building-sub-group.html>

³⁷ SCP/RAC was fully funded by Government of Spain

³⁸ <http://www.switchmed.eu/en/about>

³⁹ http://www.cprac.org/docs/ecap_02012013.pdf

including SCP was identified as one of main axes for MSSD 2.0. The theme benefitted from the international momentum of Rio+20.

6. Climate Change

161. There are three climate change outputs intended to contribute to the outcome 'Mediterranean environment less vulnerable to *Climate Change*'. *Budget allocations over six years total EUR 3.92 million or 6% of the total allocations, compared to 13% of the 5-year PoW budget.* Activities have involved a number of the MAP components as well as the ClimVar & ICZM Project Management Unit hosted by the Coordination Unit. There are no dedicated staff positions on this theme and PoW reporting is fragmented.
162. The main project contributing to this theme is the GEF-supported ClimVar & ICZM project which ran an inception phase from March 2012 to October 2012 with a view to broadening the scope of activities and ensuring complementarity with other ongoing initiatives. Expenditure on the ClimVar & ICZM project accelerated in 2013. The EU SWIM⁴⁰ project has supported Output 6.3 activities related to desalinisation through MED POL.
163. The climate activities were complemented in 2010-2011 by a Governance activity under 'emerging issues', to further consider the MAP system role in carbon sequestration and by governance activities in 2014-2015 to complete the Regional Framework for Climate Change Adaptation and develop a data/Information Platform on Climate Variability and ICZM'.

Output 6.1: Mediterranean region able to face climate change challenges through a better understanding of potential ecological impacts and vulnerabilities

164. **2010-2011:** There were seven planned activities with a total budget of EUR 213,000 in 2010-2011 of which EUR 188,000 was secured. Work in the first biennium included preparation of indicators and publication of a range of sectoral studies and analyses on climate change impacts, including a report and position paper on adaptation in the context of ICZM. A workshop on indicators was postponed as a result of budget constraints.
165. **2012-2013:** There were 14 expected results in 2012-2013 organised under four activities (*Analysis of climate change impact, Development of methodology and tools for mainstreaming climate variability and change, Elaboration of indicators of climate change impact on biodiversity in specially protected areas and, Monitoring climate change*). The EUR 1.2 million budget was fully secured when the plan was approved.
166. Deliverables under this output largely relate to the early implementation of the ClimVar & ICZM project. Demonstration sites to examine environmental and socio-economic impacts and adaptation options were identified in Croatia (Sibenik-Knin County) and Tunisia (Kerkennah Islands) and interventions defined through national consultations. The 'Climagine' methodology for mainstreaming climate variability and change (CVC) was developed building on the Imagine tool. Provisions were made to integrate CVC issues into the Algerian and Montenegrin ICZM plans and CVC was introduced into the MedPartnership Inter-ministerial Committees for Montenegro and creation. There is no reporting on three regional activities linked to the ClimVar & ICZM project that appear to have been redefined in the project inception phase.
167. **2014-2015:** There are three expected results under two strategies (*Assessments / Analyses / Publications, and Technical Assistance and Capacity Building*) with a total budget of EUR 166,000 of which EUR 46,000 had been secured. Preparation of a report on CVC impacts on banking and insurance sectors and development of CVC capacity building materials are underway.

Output 6.2: Reduced socio-economic vulnerability

168. **2010-2011:** There were 11 planned activities organised under three themes (Facilitate adaptation processes that address environment and socioeconomic issues, Promotion of low carbon production and consumption in the context of the MSSD implementation, and Better understanding of the challenges of CC for the Mediterranean economy and societies) with a

⁴⁰ Sustainable Water Integrated Management Programme (SWIM) <http://www.swim-sm.eu>

total budget of EUR 675,000 of which EUR 650,000 was secured. A wide range of studies were undertaken on the energy sector, water resources, and a low carbon economy, including 16 sectoral guidelines. Three activities were cancelled or scaled back due to lack of funding: an analysis of tourism; scenarios on maritime transport and assessment of greenhouse gas emissions from ships.

169. **2012-2013:** Output 6.2 became focussed on adaptation activities in the second biennium reflecting discussion on MAPs role and comparative advantage. There was just one expected result in 2012-2013 under the activity title, 'Adoption and Follow-up activities to the Regional Adaptation to climate change framework, to be complemented by the actions under the Climate Variability project proposal under finalisation for GEF funding'. The activity budget was EUR 0.7 million which was fully secured when the plan was approved. It is unclear to what extent follow up activities were organised in this period. The draft Regional Climate Change Adaptation Framework is undergoing expert review and will be finalized for adoption at COP 19 in 2015.

170. **2014-2015:** There are four expected results under two strategies (*Assessments/ Analyses /Publications*, and *Technical Assistance and Capacity Building*) with a total budget of EUR 303,000 of which 193,000 had been secured when the PoW was adopted. Sectoral reports and GIS layers have been prepared as a basis for integration of adaptation measures into ICZM plans at the pilot sites.

Output 6.3: Assess and provide information to reduce adverse environmental impacts of mitigation and adaptation strategies & technologies

171. **2010-2011:** There were four planned activities in 2010-2011 with a total budget of EUR 175,000 which was fully secured. MTF supported activities on waste water treatment plants were of limited relevance to the output. Assistance was provided to Algeria on desalinisation and a planned activity on guidelines for MPAs did not proceed.

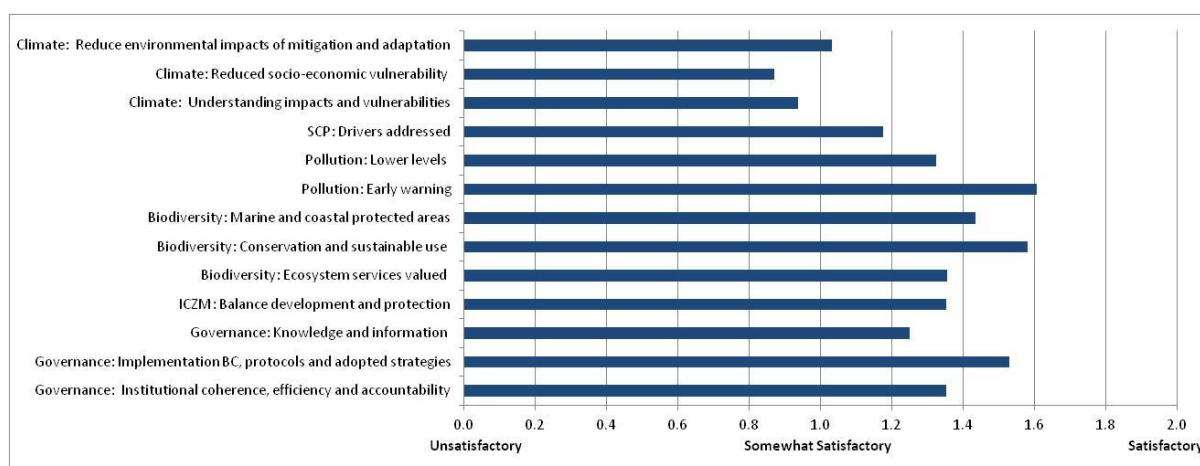
172. **2012-2013:** Work in the second biennium was more relevant to the output. There were three expected results in 2012-2013 organised under one activity, *Assistance to countries for the proper management of desalination activities and on water re-use*. The activity budget was EUR 90,000 of which 33% was secured when the PoW was approved. MED POL has been actively involved in the EU-SWIM project activities on desalination including assessments of cumulative impacts of mega-desalination plants and of best available technologies in rural areas. A Blue Plan report on '*Adapting to Climate Change in the Water Sector in the Mediterranean*' was published in 2011. Finally, going beyond planned biennial activities, a framework of risks from potential carbon capture and sequestration (CCS) activities was presented to MED POL focal points in June 2013

173. **2014-2015:** Three 2014-2015 expected results under one strategy (*Assessments / Analyses*) had a fully secured budget of EUR 97,000. A report on cumulative effects of desalination activities was shared with MED POL Focal Points.

4.2.2. Perceptions of Performance

174. [Figure 2](#) provides an overview of responses to the evaluation survey question on perceived performance of PoW delivery. The most highly rated outputs are on early warning of pollution', conservation and sustainable use of biodiversity' and 'closing the implementation gap on the BC, protocols and strategies'. The average performance ratings on climate outputs on understanding 'impacts and vulnerabilities' and 'reduced socio-economic vulnerability' fall below the 'somewhat satisfactory' level, possibly reflecting the limited geographical reach of activities in this area. Further details including distribution of responses amongst the ratings and a figure distinguishing responses from EU and non-EU countries are available in [Annex 6 \(Part 3\)](#).

Figure 2. Perceived performance on PoW Outputs (based on application of a numerical scale to survey ratings)



Source: Evaluation Survey

4.2.3. Reflections on Delivery

175. There are main two factors that have affected the way in which contributions to results differ to what was originally planned : i) the extent to which two year PoWs aligned with and covered the expectations of the 5-year PoW (the 'programming gap') and ii) the extent to which activities under the biennial plans have been delivered (the 'delivery gap').

The Programming Gap

176. The alignment of indicators and targets and evolution of targets shown in the table in [Annex 8](#) provides a perspective on how planned contributions to the outputs – and the strategy leading to outputs - developed over successive biennia. In some cases targets reflect a cumulative or progressive contribution towards the 5-year indicators and could be regarded as milestones. Some targets have been carried forward to a subsequent biennium reflecting shortfalls in delivery. Others are presented against different outputs and outcomes in successive biennia (e.g. marine litter) and as with the activities there are overlaps between Governance output 1.2 and thematic outputs.

177. The question of whether work in the biennium PoWs has been sufficiently aligned to the original PoW is largely redundant given that the PoW was to originally supposed to be a rolling plan. The evolution reflects deliberate changes in strategy based on adaptive management measures during the course of the implementation period to date (Paragraph [285](#)).

178. In terms of programme coherence, the PoW deliverables contribute to a set of immediate outcomes that can be considered as complementary and mutually reinforcing with the policy work on regional and national actions plans serving as an overall framework for policy implementation. This is well illustrated by the package of work on ICZM which was strengthened after adoption of the protocol and related action plan (Paragraph [232](#)).

179. Many of the programme interventions appear to be of a standalone nature when viewed solely in the context of the PoW. However these need to be considered in a broader context including: i) MAP component mandates and longer term delivery of the BC Convention and related protocols and strategies building on work before the PoW period, and ii) the contributions of other organisations and actors. The longer term perspective is reflected in the Focal Point responses to the evaluation survey question on achievements at national level ([Annex 6 Part 5](#)), with some reported achievements not directly attributable to the activities undertaken through the PoW in this period but nevertheless recognised by Focal Points as a longer term result of MAP activities.

The Delivery Gap

180. The gap between planned and actual delivery reflects the extent to which the original PoWs were realistic, including with regard to i) mobilisation of budget allocations that had not been secured at the time the PoWs were adopted and ii) consideration of risks (or assumptions). It reflects the effect of a wide range of issues that have arisen during programme implementation, many of which are specific to the activity concerned. Common or more systemic factors are examined in [Section 5](#) of the report. Programme delivery in individual countries and across the basin has also been affected by geo-political events including political change and the global economic downturn, with the latter associated with austerity measures leading to reduced availability of funding

181. [Annex 7](#) provides a summary of delivery against PoW output indicators and targets, with indicative ratings on the level of delivery based on a 'traffic lights' colour coding.

- Performance with regard to the 5-year indicators reflects the programming gap as well as delivery. Sixteen of 57 indicators are rated as green, reflecting advance of full delivery. It is not possible to rate a number of indicators in view of lack of information or baselines.
- Thirty one of the 78 targets for 2012-2013 are rated green and 35 are rated orange indicating partial delivery. The weakest area was climate, reflecting that many activities were revised or pushed forward to the next biennium.
- It is too early to rate delivery for the 2014-2015 biennium but reporting to date indicate good progress in most areas.

4.3. Effectiveness: Attainment of Programme Objectives and Results

182. A project or programme logframe describes the intervention logic of the programmes, or the way in which project or programme interventions will bring about, or contribute to the expected outcomes⁴¹ of a programme. The *theory of change*⁴² extends this logic to look at the way in which immediate programme outcomes will lead to or contribute to longer term impacts, including environmental stress reduction or changes in environmental status. Achievement of impacts is affected by 'drivers' that can be expected to contribute to the programme outcome and can be, or are, influenced by Programme interventions. The programme logic normally includes a series of assumptions related to factors beyond the immediate control of the programme actors.

183. The 5-year PoW document is mainly comprised of a simple logframe presenting an outcome and from one to three outputs for each of the six programme themes. The Programme's intended impacts are not explicitly identified in the Logframe, though some thematic outcomes are worded as impacts. There is no direct consideration of impact drivers or assumptions in the PoW logframe. However many of the risks identified in the PoW Logframe can be reformulated as impact drivers or as assumptions.

184. [Figure 3](#) presents a reconstructed theory of change (ToC) for the PoW based on the programme logframe. The ToC provides an analytical framework for the evaluation and serves to make explicit the causal connections between interventions and higher level results. For this programme, the ToC is based on a strategy of reinforcing the institutional framework and organisational capacity for delivery of the Barcelona Convention. Reading from left to right:

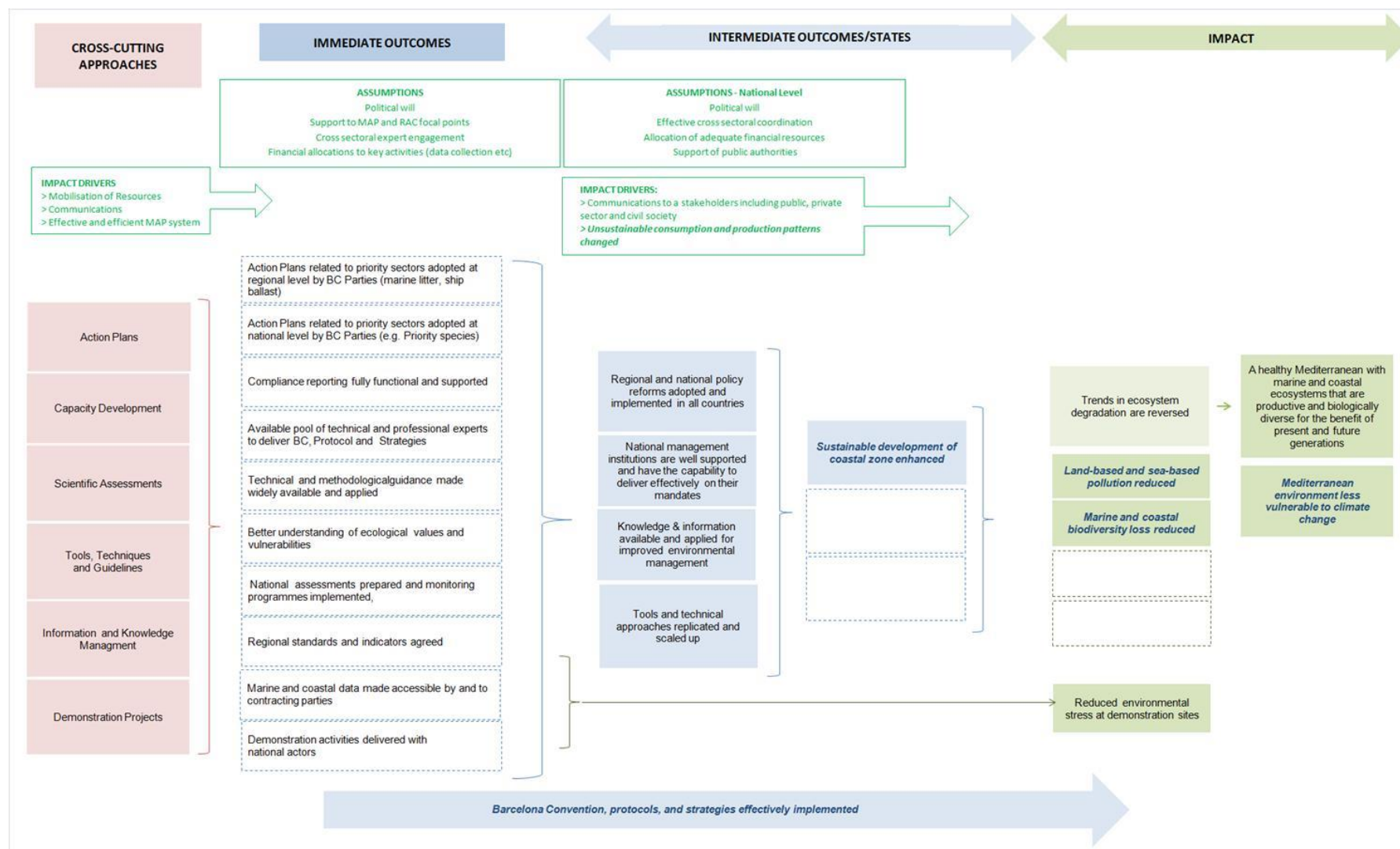
- The cross cutting approaches are generic in nature and reflect strategies used in one or more PoW themes. These are used as an alternative to the 13 programme outputs, some of which are not clearly worded or are worded as outcomes.
- The immediate outcomes represent a generic set of outcomes spanning several if not all of the PoW themes. The outcomes reflect the programme strategies and the results that these are expected to yield as a result of changes in stakeholder behaviour (such as adoption of a policy framework).

⁴¹ Defined as 'the short to medium term behavioural or systemic effects that the project/programme makes a contribution towards, and that are designed to help achieve the project/programme's impacts.

⁴² http://www.unep.org/QAS/Documents/UNEP_Programme_Manual_May_2013.pdf

Figure 3. Reconstructed Theory of Change

PoW Outcomes in *Italics*



- Intermediate outcomes described the overall PoW strategy in support of implementation of the BC, its protocols and strategies, spanning policy, capacity development, information and knowledge, and availability of appropriate tools and techniques at *national level*.
- Drivers are based on broader support activities to the PoW undertaken by the coordination unit and RACs (resource mobilisation for the PoW and follow up at national level, communications to build political will and awareness, effective governance of the MAP system including programme support functions). Sustainable consumption and production is described as a driver towards stress reduction complementing the ToC focus on institutional strengthening.
- Assumptions are based on risks identified in the PoW Logframe, with the first set of assumptions related to immediate outcomes based on direct engagement of national authorities and other stakeholders with PoW activities, and the second set of assumptions related to further mainstreaming and implementation at national level.
- The dashed boundaries reflect incomplete areas in the ToC or areas where the theory of change has not been sufficiently developed in the Programme logframe or accompanying narrative. The gaps reflect that the thematic outcomes occur at different results levels in the ToC.

185. The difficulty in attributing change to (the actions of) a particular actor increases at each successive results level and is particularly challenging given the complexity of the MAP Programme context.

4.3.1. Direct outcomes from reconstructed ToC

186. The following paragraphs look at PoW contributions towards the nine immediate outcomes described in the reconstructed ToC model in [Figure 3](#). The immediate outcomes reflect both the delivery and the expected results of the strategic approaches in the PoW which sometimes been inferred. It has not been possible to provide an encyclopaedic summary of outcomes in this brief: the following text is illustrative and representative of the immediate outcomes on the PoW.

187. Key drivers for the achievement of immediate outcomes are the mobilisation of resources, an effective and efficient MAP system, and communications, as a means to promote understanding and ownership amongst a wider set of stakeholders. Assumptions for achievement of immediate outcomes are political will, support by MAP and RAC focal points, cross-sectoral expert engagement, and allocation of adequate financial resources at national level for key activities (such as data collection). These issues are addressed further in [Section 5](#) of this report.

188. The evaluation survey also asked respondents to rate at the effectiveness of different PoW approaches in supporting the implementation of the Barcelona Convention, Protocols and adopted strategies at national level ([Annex 6 Part 4](#)). The average ratings are clustered around 'somewhat effective' for all eight approaches. The most effective approaches based on average ratings are *guidelines, regional actions plans, assessments and prospective studies* and *establishment of standards*, which was rated the most highly by respondents from EU countries. Opinions on the effectiveness of *national action plans* were mixed but these were rated as 'highly effective' by a relatively large number of respondents particularly from non-EU countries.

A. Action Plans related to priority sectors adopted at regional level by BC Parties

189. Action plans and strategies provide longer term operational guidance for Contracting Parties and MAP components, related to the implementation of protocols. The formal adoption of legally binding plans through COP Decisions provides a policy foundation for follow up including mobilisation of resources.

190. Decisions taken in the PoW period include two related to the Protocols that entered into force in March 2011:

- Adoption of an action plan for the implementation of ICZM in the Mediterranean (IG.20/2), which guided design of ICZM activities in the 2014-2015 PoW
 - A request to REMPEC to develop an action plan to implement Offshore Protocol (IG.20/12) and follow up Actions (IG.21/8)
191. Developments related to the Specially Protected Areas Protocol include adoption of an Action plan on dark habitats, adoption of a regional strategy related to the monk seal, and adoption of work programmes and implementation timetables for existing action plans related to marine turtles, birds, cartilaginous fishes and marine vegetation (IG.21/4 & IG.20/6)
192. Three pollution-related Regional Plans and Strategies related to the LBS Protocol were adopted through COP Decisions
- Regional plans on biological oxygen demand (BOD) in the food sector, mercury and persistent organic pollutants (POPs) (IG.20/8)
 - Regional strategic framework (IG.20/11) and Regional plan for marine litter management (IG.21/7).
 - Regional strategy addressing ships ballast water management and invasive species (IG.20/11).
193. The scope of Action Plans and Strategies is wider and longer term than the PoW and their full implementation will require significant mobilisation of resources at regional and national level.

B. Action Plans related to priority sectors adopted at national level by BC Parties

194. The ICZM plan for Montenegro was expected to be adopted in December 2014, building on CAMP Montenegro and an ICZM plan for Algeria is under completion following national validation workshops involving over 200 stakeholders from different sectors in November 2014. Technical assistance has been provided towards the preparation of a marine and coastal strategy for Croatia and MAP support to a vision and preliminary strategy for ICZM in Syria was acknowledged by the focal point.
195. Many of the Mediterranean countries had already adopted National Action Plans related to the SAP-MED and SAP-BIO and the MedPartnership project has supported their implementation in at least six countries. There is an ongoing process to update the SAP-MED NAPs with a view to achieving good environmental status through the Horizon 2020 project and Marine Spatial Planning Directive.
196. There has not been any systematic reporting of progress regarding the adoption of national strategies for sustainable development since a review prepared for the MSCD in 2009⁴³. Under SCP, six national action plans on sustainable public procurement are under preparation.

C. Compliance reporting fully functional and supported

197. Compliance issues are only addressed to a limited extent in the PoW but are highlighted as an outcome in view of the strategic importance of compliance reporting in tracking progress at national level and in identifying difficulties and common challenges as a basis for programming of MAP activities.
198. The need to facilitate and strengthen compliance reporting has been addressed through two decisions addressing procedures and mechanisms and rules of procedure (IG.20/1, IG.21/1), including an agreement on presentation of information *on the status of compliance reporting, and through Decision IG.20/3: Reporting on measures taken to implement the Convention and its Protocols*. The online reporting system was upgraded and

⁴³ Review and Assessment of National Strategies for Sustainable Development in the Mediterranean Region (UNEP(DEC)/MED WG. 358/8)

fourteen parties had submitted compliance reports for the 2010-2011 biennium by December 2013 (COP 18) with nine using the online facility.

199. At least two non-compliance issues were to be identified in 2012-2013 as a basis for provision of technical support. One issue was reportedly identified from the 2008-2009 reports but there is not any feedback in PoW reports as to whether this analysis was used to inform programme planning. The Committee has been invited to include information on difficulties encountered in the application of the BC and its Protocols in its report to COP 19.

D. Available pool of technical and professional experts to deliver BC, Protocol and Strategies

200. On the delivery side, a wide range of face-to-face and virtual training initiatives have been undertaken, in the period considered by the evaluation, spanning all six PoW themes. Participants have included representatives of national and local authorities, NGOs, the private sector, the research community and stakeholders linked to local interventions such as CAMP projects. A number of workshops were cancelled as a result of budget shortfalls, sometimes compromising dissemination of information or techniques.
201. PoW training initiatives can be assumed to have increased availability of qualified personnel. However, availability and deployment of skilled personnel was identified as a moderate to strong constraint to utilisation of PoW Outputs by 36% of respondents to the evaluation survey question on this issue, representing eight countries.
202. More formal training has been complemented by projects tailored technical assistance to countries particularly in the areas of biodiversity and pollution. PoW activities have also contributed to development of professional networks and communities of practice around specific project initiatives.

E. Technical and methodological guidance made widely available and applied

203. Provision of guidelines was rated by survey respondents as the most effective tool in supporting implementation of the BC and related protocols and strategies (Paragraph 188, though there is little information on data on their applications. The development of oil spill contingency plans in Albania and Montenegro is an example of an outcome from the dissemination of guidelines, supported by training and workshops and direct technical assistance. The credibility of these products – including guidelines, manuals and decision support systems - reflects the established reputations of the RACs.
204. Deliverables during the PoW period include:
- Guidelines for the preparation of National ICZM Strategies were produced in a timely manner in view of the adoption of the protocol;
 - Guidelines for the use of dispersants for combating oil pollution at sea and oil spill waste management guidelines, with a related decision support tool approved by REMPEC focal points;
 - Guidelines for PCB management and on best practices for management of mercury linked to approved regional plans on the LBS Protocol; with additional guidelines related to the Protocol under completion (addressing lube oil, tanneries and phosphogypsum).
 - Guidelines for assessment of coralligenous formations developed based on survey of existing practices;
 - An SCP methodology toolkit developed under SWITCH-Med;
 - Guidelines on Pollutant Release and Transfer Registers are under preparation building on direct support to six countries.
205. Methodological guidelines have been tested and refined through work in pilot sites.

- The Imagine spatial planning prospective methodology developed by Blue Plan was tested in CAMP Morocco and has subsequently been adapted to look at climate vulnerability and adaption. The Climagine methodology is being applied at two pilot sites.
- The integrated methodological framework on ICZM and river basin management continues, including through testing in the Buna Bojana pilot project.
- Guidelines for integration of CVC into the ICZM process are about to be published.

206. In terms of availability, technical documentation has been sent directly to relevant focal points and made publically available on the RAC websites. Many reports have been made available both English and French. However a significant number of respondents to the evaluation survey considered the limited availability of guidelines in national languages to be a constraint to utilisation of PoW outputs (Paragraph 316).

F. Better understanding of ecological values and vulnerabilities

207. The main deliverable in this area has been publication of a report in 2010 on economic value of sustainable benefits from Mediterranean marine ecosystems that has been widely cited. This has been complemented by a number of case studies.

208. Studies were undertaken on the effects on climate change on various systems including on water resources and water demand, and on marine and coastal species with the later presented to CBD COP 10. A position paper of climate change and coastal zones was prepared.

G. Regional standards and indicators agreed

209. There have been two main decisions regarding standards. The COP 18 *Decision on ecosystems Approach including adopting definitions of Good Environmental Status (GES) and Targets* (IG.21/3) agreed on regionally applicable targets, GES and indicators, principles and a roadmap for an Integrated Monitoring and Assessment Programme. Onward implementation is supported through the EcAp project and specifically through establishment of an assessment programme (Paragraph 211).

210. The *Criteria and standards for bathing Waters linked to the LBS Protocol* adopted in 2012 (IG.20.9), includes a provision requesting parties to establish a beach profile for each bathing water to report to the Secretariat on progress achieved through biennial reporting on the LBS Protocol. Forty six bathing waters quality profiles were prepared by six countries in 2010-2011.

H. Assessments prepared and monitoring programmes implemented

211. A substantial number of regional assessments have been delivered in the PoW period to date, often, but not always building on national reports. Some project-supported activities – such as the UNESCO-IHP work on groundwater and aquifers under the MedPartnership project – have been restricted by the geographical coverage of the project. Other assessments have been affected by the limited number of responses from the national experts.

212. Institutional assessments include legal and institutional aspects of aquifer management (MedPartnership countries) and of ICZM (ProtoGIZC) based on national reports. Environmental assessments span assessments of risk and uncertainty for aquifers, mapping of sea grass meadows and habitats of particular importance and assessments of trends of pollutants inputs and of the order of magnitude of nutrients from diffuse sources.

213. Assessments have often been one off initiatives that are not necessarily associated with any longer term reinforcement of monitoring efforts but provide for identification of issues (e.g. regional studies on waste management, assessment on waste water treatment plants of coastal cities, assessment of waste water discharges into the sea, a regional study on the

impact of cruise activities and leisure on the environment) or development of action plans (e.g. aquifers assessments). Studies and assessments of this kind have been widely cited, indicating that that MAP publications are regarded as a reliable state-of-the-art source of information.

214. The EcAp Decision includes an agreement to establish an Integrated Monitoring and Assessment Programme and to present 'Fact Sheets' based on available data prepared to COP 19. Related methodological and technical issues are being addressed through activities in the current biennium. Longer term implementation of the assessment process will depend on a high level of ownership and allocation of resources at the national level. An Integrated Regional Assessment in support of ICZM in the Mediterranean and Black Sea basins prepared by the PEGASO partners includes land cover maps of the entire Mediterranean region that are being used as a reference within the EcAp process

215. At the national level, *Pollutant Release and Transfer Registers* have been prepared in seven countries.

I. Marine and coastal data made accessible by and to Contracting Parties

216. A number of databases were made accessible for Contracting Parties. Key initiatives, including those with partners, are:

- The Mediterranean Information System on the Environment and Sustainable Development (SIMEDD) was finalized in 2010 and offers access to data, metadata and prospective studies on the main issues and themes of the Sustainable Development in the Mediterranean including projections to 2025, 2050 and 2100.
- A common database on Mediterranean Marine Protected Areas (MAPAMED) was established together with MedPAN.
- The MedGIS biodiversity system continues to operate and an online database on marine invasive species MAMIAS was made operational providing information and data at regional and national level about alien and invasive species.
- REMPEC and the Italian oil company ENI exchanged information for shared GIS sensitivity maps for the Mediterranean region and related databases including environmental and socio-economic data, within the framework of the MEDESS-4MS Project.
- The InfoMAP portal was established by INFO RAC to share environmental information data at regional level and assistance to countries was facilitated to expand national nodes.
- An online Multicounty Information Sharing Platform on climate variability and change monitoring data (MedICIP platform) is being developed with UNEP/GRID through the MedPartnership project.
- A MED POL Information system is under construction.

217. Data sharing principles for the Barcelona Convention/MAP were agreed as part of the EcAp Decision.

J. Demonstration activities delivered with national actors

218. A large number of demonstration activities have been implemented or are underway including over 70 interventions under the MedPartnership project alone.

219. The flagship CAMP initiative has run in five countries with three projects completed in the period covered by the evaluation and two recently initiated. CAMP Morocco closed in 2010 with completion of an ICZM and Sustainable development Strategy including 'bankable' project sheets. Implementation of the follow-up phase of CAMP Levante de Almeria⁴⁴ is proceeding after completion of the Sustainable Development Reference Framework (SDRF) for the CAMP area by the Coastal Commission, at the end of 2012. CAMP Montenegro was concluded in late 2014 with the adoption of the ICZM plan for the entire coastal zone of the country. Larger

⁴⁴ <http://www.camplevantedealmeria.com/en/content/camp-levante-de-almeria>

MedPartnership demonstration projects include the Reghaia coastal area, where the Coastal Plan was finalised in November 2014, with a follow up workshop on financing of the plan planned for December 2014 and Buna Bojana project.

220. These larger projects have provided for concerted action by two or more RAC components, have mobilised international partners, and have engaged wide range of stakeholders across multiple sectors. They have also provided for piloting of new approaches such as the integrated methodological framework in Buna Bojana, application of 'Climagine' in Kerkennah, Tunisia and Sibernik Croatia, integration of SCP into CAMP Levante de Almeria, and importantly for scaling up to national level.
221. Other pilots with potential for impact include the TEST initiative piloted in three countries and now being scaled up through SWITCH-MED and pilot initiatives on POPs under the MedPartnership. Management plans have been elaborated for seven MPAs in Algeria, Croatia, Tunisia and Turkey and a new MAP was created in Algeria in January 2011.

4.3.2. Likelihood of impact based on reconstructed ToC

222. The PoW and associated projects can be expected to lead to impacts (stress reduction and improved environmental status) on a local scale including through immediate reductions in pollution loads through interventions such as TEST and reduced pressure on species and habitats including through protected areas status and support to implementation of management measures. Larger scale impacts depend on follow-up and behavioural change by a wide range of actors, particularly at national level. These actors may be influenced by, but do not fall under the control of, the MAP components and programme partners.
223. The likelihood of making a meaningful contribution to the impacts described in the ToC and to the priority fields of action for the MSSD (Paragraph 56) is determined by i) the assumptions identified in the ToC, specifically, political will, effective cross-sectoral coordination, allocation of adequate financial resources and support of public authorities (with an underlying assumption of functioning and effective institutional arrangements at national level) and ii) the drivers including changes to unsustainable consumption and production patterns and, effective communications.
224. The evaluation survey considered a larger set of assumptions through a question on factors that have contributed to or limited the utilisation or application of PoW outputs at national level (Annex 6 Part 6). Two factors were identified more strongly as limiting than supporting application of PoW outputs: i) financial/budgetary allocations which was identified as a particular constraint by EU countries and ii) availability of manuals and reports in national languages.
225. The assumption of allocation of adequate financial resources is of particular concern. Financial and budgetary allocations at national level was identified as a moderate to strong constraint to application of PoW results by fifteen of 32 respondents to the evaluation survey, spanning three EU and seven non-EU countries. Availability of manuals and reports in national language was also considered to be a constraint by a majority of respondents.
226. Over one third of respondents reported availability and deployment of skilled personnel and availability of facilities and equipment to be a moderate or serious constraint. Around one quarter of respondents reported each of the remaining factors (policy and legal processes, partnerships and collaboration, institutional coordination, and political support and prioritisation) to be a moderate or serious constraint.
227. The survey results highlight the differences amongst countries in the nature of constraints to effective implementation of the BC, Protocol and strategies. Information of this kind could usefully be combined with an analysis of compliance to help develop tailored solutions at country level.

228. Promotion of sustainable consumption and production is identified as a driver in view of its cross cutting nature and reflects the need to influence the drivers of environmental stress. Programme efforts in this area have reached a far wider range of stakeholders that are typically involved in PoW activities. There has been a limited focus outside this theme to influence attitudes and behaviour of the general public (Section 5.3). This has been accomplished to some extent through complementary actions of MAPs partners, including MIO-ECSDE with its extensive networks and other NGOs that run awareness campaigns.

4.3.3. Achievement of programme goal and planned objectives

229. The PoW logframe does not include a programme goal or overall objective. Programme activities have clearly contributed to the purpose of the activities in the 5-year programme - to facilitate and promote the full implementation of the Barcelona Convention, its protocols, strategies, and also the decisions and recommendations of the Meetings of the Contracting Parties. Highlights in this regard include support to the newly adopted ICZM and Offshore Protocols.

230. The following paragraphs reflect progress towards the six PoW outcomes. In the absence of outcome indicators and reporting, emphasis is placed on highlights that will serve as a foundation for longer term environmental stress reduction and environment impacts. Accomplishment of the strategic purpose of the 5-year programme, to ensure predictability in the work of the MAP (Paragraph 59), is addressed in the report conclusions.

Barcelona Convention, protocols, and strategies effectively implemented

231. The Governance outcome corresponds to the purpose of the activities of the PoW identified in the 2008 Governance Paper. Work on institutional coherence has contributed to a more effective MAP system and strengthened the MAP system including through Decisions related to compliance and governance, development of partnerships, resource mobilisation and review of the MSSD. Work in this area has been overshadowed by the discovery of the Trust Fund deficits in 2010. Policy work has provided an umbrella for the substantial number of policy developments with Decision related to Action Plans providing for longer term operationalisation of work in the other thematic areas at both regional and national level. A wide range of information initiatives have been and are under delivery. Communications initiatives have been rather fragmented.

Sustainable development of coastal zone enhanced

232. Work to ICZM spans most of strategic approaches and drivers identified in the ToC model including assessments, development of guidelines, capacity development, communications and visibility, and compliance reporting. Documented outcomes related to ICZM have been in two main areas i) policy outcomes related to the entry into force of the ICZM Protocol, adoption of the Action Plan and development of a reporting framework (Under outcome 1.2) and ii) pilot interventions which can be expected to lead to stress reduction at the local level. The combination of policy framework, pilots and testing of guidelines are contributing to development of national ICZM plans or strategies in four countries. Identified 'risks' for the ICZM work, namely *administrative delays at the national level, difficulties of coordination among partners and sectors on horizontal and vertical levels, lack of data availability and sectorial conflict of interest*, reflect challenges to implementation at the national level. These issues have been directly tackled in the CAMPs and MedPartnership pilot projects and national ICZM planning and are also discussed in methodological guidance.

Marine and coastal biodiversity loss reduced

233. The most direct contribution to the outcome is the addition of seven sites to the SPAMI Llist, with the requirement that all Contracting Parties comply by the protection measures, the creation of several new marine protected areas, and strengthening the management of existing ones. Action plans related to the SPA protocol have been strengthened (Paragraph 191) and a regional strategy on ballast water and invasive species approved. The information and knowledge base for management of species and habitats has been strengthened

including mapping of seagrass meadows and data continues to be available through the Med-GIS biodiversity information system. A study on the economic value of sustainable benefits of ecosystem was produced.

Land-based and sea-based pollution reduced

234. Work in this area continues to support the delivery of five of the BC Protocols including the Offshore Protocol adopted in 2011, for which development of an Action Plan was approved at COP 18 and follow up actions were approved at COP 19. Several detailed regional plans on pollutants have been adopted (Paragraph 192) with the regional plan on POPs being implemented in four countries. Guidelines have been developed to PCB and Mercury management. Other policy developments include adoption of a strategic framework and regional plan on marine litter and of criteria and standards for bathing water quality, together with a reporting format that is being widely used. There have been ongoing efforts to strengthen capacity in including in wastewater management and oil spill preparedness and response. NAPs implementation (related to SAP-MED) has been supported in six countries and two countries have developed oil spill contingency plans.

Unsustainable consumption and production patterns changed

235. Work on SCP has taken off in the PoW period, cemented by the renaming of SCP/RAC and the agreement to develop an Action Plan on SCP (IG.21/10). Regional studies and training have been complemented by work on green entrepreneurship, sustainable public procurements and consumer behaviour which can be expected to have direct implications for stress reduction. The TEST initiatives successfully piloted through the MedPartnership Project by UNIDO have helped generate substantial funding through SWITCH-Med with the MAP regional component complemented by a demonstration component led by UNIDO.

Mediterranean environment less vulnerable to Climate Change

236. Work in this area has increasingly focused on adaptation and is now oriented towards the development and implementation of the *Climate Change Adaptation Framework* to be presented at COP 19. Piloting of methodological guidelines has paved the way for integration of climate adaptation measures into ICZM and capacity building materials are being developed.

4.4. Sustainability

237. The following paragraphs address four aspects of sustainability, which is understood as the probability of continued long-term PoW results and impacts after the present programme period is completed.

Institutional framework

238. The 5-year PoW has been implemented within the broader legal and policy context of the BC and Mediterranean Action Plan and builds on nearly 40 years of collaboration amongst the participating countries. The MAP system with its components and governance mechanisms provides a framework and structure for design and delivery of follow up actions to the current PoW at the regional level as well as an accountability framework for tracking delivery at national level.

239. Progress towards impact depends on delivery at national level including through appropriate institutional frameworks. The main MAP interface with national institutions is the focal points including MAP focal points and RAC focal points. Insufficient support of MAP and RAC Focal Points was identified as a risk to the Governance component of the PoW. RACs reported that contact with RAC focal points has diminished as a result of the reduced frequency of meetings during the period covered by the evaluation due to budgetary constraints. Efforts are being

made to strengthen the role of MAP focal points system including through replacement of the prevailing RAC focal points system with thematic focal points from 2016⁴⁵.

240. Availability and deployment of skilled personnel was the one of two factors identified most frequently in the evaluation survey as a constraint to utilisation or application of PoW results at national level. Many of the programme activities address different aspects of institutional capacity building that contribute to institutional sustainability at the national level and it is clear that continued efforts would be valuable in this area, particularly relating to EcAp and SCP.
241. A frequent criticism of the MAP system is that its immediate constituency, including MAP focal points, are primarily associated with environment ministries and authorities that are often relatively weak and this acts as a constraint to mainstreaming (Paragraph 332). Interviewees indicated that greater visibility of the MAP, high level political engagement and further guidance and training to focal points would be valuable in this regard (Paragraph 328).
242. The PoW pilot and demonstrating interventions have been successful in building links to other sectoral authorities including through development of cross-sectoral governance and management bodies for site-based interventions.

Socio-political sustainability

243. The 5-year PoW identified a number of socio-political risks to PoW implementation that may also affect programme sustainability. These include lack of political will and support (Governance, Biodiversity and Pollution themes); cross-sectoral and other coordination issues including difficulties of coordination among partners and sectors (ICZM, Biodiversity, SCP) and donors (Pollution), difficulty in reaching and mobilizing experts from other sectors (SCP) and sectoral conflicts of interest (ICZM, Biodiversity), and lack of awareness (Biodiversity).
244. The evaluation survey looked at the extent to which four socio-economic factors affected utilisation or application of PoW results: political support and prioritisation, policy and legal processes, institutional coordination, and partnerships and collaboration (Paragraph 223). These factors were identified as constraints by roughly one quarter of respondents in each case.
245. The PoW period to date has been marked by political change in several Mediterranean countries and some activities, particularly on-the-ground interventions though projects, have been delayed or cancelled as a result of insecurity or social unrest⁴⁶. Contracting parties have generally been well-represented in regional activities and consultations despite some disruptions to communications.
246. Ownership of the PoW by Contracting Parties and partners is founded consultation on the development of PoWs, in the PoW support to approved decisions and action plans, and in the adoption of PoWs by Contracting Parties. Ownership is addressed further in Section 5.4 of this report.

Financial resources

247. The different programme deliverables and results vary greatly in terms of their need for ongoing financial support, but in general terms will continue to benefit from the impetus provided by the MAP system including both national level implementation and compliance and regional initiatives and governance supported through the PoW. The Contracting Parties assessed contributions provide for long term support to the institutional structure and, to a limited extent, for further catalytic actions through the PoW.
248. Financial risks related to delivery of the PoW were identified for several Programme themes with contributions to the MTF (including the EU voluntary contribution) expected to cover just

⁴⁵ Decision IG.21/13

⁴⁶ For example, MedPartnership activities planned for Syria and Libya were moved to Turkey and Bosnia Herzegovina

34% of the PoW cost. Contracting parties contributions are not sufficient to deliver on the full range of regional actions that have been identified as desirable by its parties through adopted Strategies and Action Plans.

249. There is a continued high dependence of external, largely project-based, resources to ensure a critical mass of PoW delivery. The Decision (IG.19/17) related to adoption of the PoW included a request to the Coordinating Unit and Components to step up effort to prepare a joint resource mobilization plan and substantial external resources have been mobilised by the Coordinating Unit and RACs during the period covered by the evaluation. The MAP system as a whole remains exposed to the broader fundraising climate which was affected by the 2008 economic downturn.
250. Achievement of the purpose of the PoW activities (Paragraph 59) is dependent on substantial funding and investment at the national level to implement local and national action plans and strategies, to apply guidelines, and to replicate and scale up demonstration activities (e.g. Paragraph 193).
251. On a more positive note, MAP Decisions and initiatives have facilitated fundraising and investment by a wide range of other actors (governments, NGOs, research institutions). There remains a strong interest amongst traditional partners in supporting improved environmental status of the Mediterranean and there is scope to further engage partners such as the European Commission in concerted efforts to support and facilitate national implementation.

Environmental sustainability

252. The MAP PoW is concerned with reducing pressures on the environment. The evaluation did not identify any adverse environmental side effects of programme activities.
253. PoW Output 6.3 was specifically concerned with mitigating potential adverse effects of climate mitigation and adaptation activities undertaken outside the scope of the PoW but which could affect the marine and coastal environment, including desalinisation and carbon capture and sequestration.
254. The Mediterranean remains subject to a wide range of environmental pressures that present an immediate threat to programme successes such as protection of ecologically important areas. Longer term attainment of the ecological vision for the Mediterranean depends on a basin wide sustainable development including addressing underlying socio-economic drivers.

Catalytic role

255. Section 4.3 of this report, based on the reconstructed theory of change, highlights the way in which PoWs approaches can facilitate and reinforce action by Contracting Parties in fulfilment of their policy commitments including through development of strategic programmes and plans at regional and national level (Outcomes A & B), assessment, monitoring and management systems established at regional and national level (Outcomes G, H and I) and showcasing of technologies and approaches by the demonstration programmes (Outcomes E & J), and strengthening of capacity (Outcome D).
256. Responses to the evaluation survey indicate that PoW approaches are considered to be at least 'somewhat effective' in bringing about further change at national level and are broadly appreciated. However, there is limited information available on the ongoing use and application of the deliverables and much of the evidence in this area remains anecdotal. An analysis of uptake and constraints to uptake through national compliance reports would be a useful complement to evaluation findings in this area.
257. Interviewees and survey respondents frequently reflected the value and results of longer term engagement in the MAP process rather than results attributable to the current PoW this

underscores that the strength and uniqueness of the MAP PoW is founded in the linkages between programme activities and the evolving policy framework of the BC, its protocols, strategies and its action plans and is underpinned by MAP institutional framework and the mandates of the MAP components.

258. Many of the POW activities have been undertaken with partners providing a leverage effect during implementation through influence of partners' activities and projects. This evaluation has found some documented examples of uptake MAP deliverables and experience that are representative of the catalytic potential of the PoW:

- Efforts through the MedPartnership replication strategy helped to generate substantial new funding through the SWITCH-Med initiative including the UNIDO-led national component that builds on TEST initiatives piloted in three countries under the MedPartnership
- National Action Plans under the SAP-MED are being updated through the H 020 initiative in close collaboration with MED POL which co chairs two of the Initiative's three working groups.
- A regional seminar on energy efficiency indicators building on the recently published Blue Plan study was organized by RCREEE in November 2012
- Experience from development of the management plan and assessments undertaken at Kas-Kosova MPA in Turkey fed into a GEF supported national MPAs project

4.5. Efficiency

259. The 5-year PoW was developed and has been delivered against a backdrop of ongoing change in the Coordinating Unit and MAP system including through measures towards implementation of the 2008 Governance Paper, aimed at *"ensuring an effective MAP governance based on stronger cooperation and integration among MAP components, result oriented programming and planning, increased ownership of the Contracting Parties and higher visibility of MAP and the Barcelona Convention in the region"*.⁴⁷

260. Decision IG.19/17 related to the adoption of the 5-year PoW requested the Coordinating Unit and Components *"to further enhance efficiency, effectiveness and accountability in the use of financial and human resources in accordance with the priorities set by the Meetings of the Contracting Parties and to report on the outcome of efforts made in that regard"*.

261. At a practical level, the core MAP budget, based on assessed contributions, was frozen from 2004 to 2014 despite increasing expectations of delivery. The associated requirement of the Coordinating Unit and MAP components to increase efficiency and to cut costs was reinforced by the recovery plan put in place following the discovery in 2010 of the MAP financial deficit (Paragraph 340).

262. The Bureau and Conference of parties have placed a considerable emphasis on efficiency and the Coordinating Unit has reported back on measures taken at each meeting⁴⁸. Two functional reviews were undertaken in the period covered by the evaluation and follow up measures were implemented by the Coordinating Unit in close consultation with the Bureau and COP. Savings have been made in consultancy costs, travel, staffing costs and general administrative expenditures.

263. The need for cost savings has raised concerns about disruption of the programme of work. Bureau representatives called in October 2011 for improvement of the ratio between administrative and programme costs, which was then two-thirds to one-third throughout the MAP system. The Bureau also suggested that prioritisation of activities could help reduce the impacts of cost savings on the PoW (Paragraph 293). However the subsequent Decision related to adoption of the 2014-2015 PoW⁴⁹ expressed regret that the recovery plan for the MTF had had the effect of reducing activities in order to maintain staff in post.

⁴⁷ IG.17/10 Decision on the 'Governance Paper'

⁴⁸ E.g. UNEP/BUR/72/3 "Measures to Improve Fund Management and Enhance Delivery of the Programme of Work"

⁴⁹ IG.21/17

264. Looking more broadly at effectiveness, the PoW as a whole and associated major projects were able to build on the established MAP and BC structures and processes as an overall framework for delivery, coordination and governance ([Section 5.1](#)). There have however been some delays associated with reduced staffing levels and establishment of project management structures including as a result of slow recruitment processes (Paragraph 360).
265. The programme has built on over 30 years of experience within the MAP system and strategic thinking and contributes to the delivery of previous of regionally adopted strategies (such as SAP-BIO and SAP-MED) and action plans. Programme implementation has mobilised a wide range of partners and stakeholders ([Section 5.3](#)) providing access to complementary expertise as well as opportunities to influence partners' initiatives.

5. Factors Affecting Performance

5.1. Preparation and Readiness

266. There is limited information on the background and preparation of the PoW in the PoW document itself. However guidance and expectations for development of the 5-year PoW and two year work programmes were set out in the 2008 'Governance Paper' (IG17/5). The plans were to cover the entirety of MAP actions including those financed by the MTF and those financed by other actors.
267. Development of the programme was discussed at several meetings during 2008 and 2009 of the newly created Executive Coordination Panel (ECP) comprised of the heads of the components. Although a number of options were considered and follow-up tasks were assigned to RACs at successive meetings, discussions appear to have stalled in 2009⁵⁰. Attention was diverted towards the development of the biennial PoW for 2010-2011.
268. A new effort was initiated on the request of MAP Focal Points at their July 2009 meeting. A draft PoW document was developed by the ECP with the support of a qualified consultant. One participant recalled that the original draft was reorganised and split into six themes by the Focal Points before the revised draft was adopted by the COP in November 2009. Interviewees reported that the process was considered largely satisfactory, despite the short timeframe, and was well-supported by all participants.
269. In retrospect, the 5-year PoW can be seen to have provided only limited guidance for development of the subsequent 2-year PoWs. Outputs were very general, indicators often weak or lacking targets, and activities in the 2-year PoW have gone beyond the scope of indicative activities in the 5-year PoW, reflecting that this was to be a rolling plan.
270. There was a high level of readiness to implement the programme at regional level with the MAP institutional framework already established with regard to governance, coordination and delivery mechanisms. The MAP components had reputations, experience and networks related to the PoW themes, particularly the established areas of governance, ICZM, biodiversity, and pollution.
271. Decision 19/8 adopted in 2010 demonstrates the links between the established mandates of the seven RACs, including the expanded mandate of CP/RAC with SCP, and PoW Outputs on information and Communications, ICZM, biodiversity, SCP and pollution. There is, however, only limited reference to climate change which is identified as an issue to be addressed under ICZM (PAP/RAC) and in the RAC's synergies tables particularly associated with Blue Plan.
272. The five year PoW was adopted alongside the 2-year PoW for 2010-2011 and its detailed set of activities, assigned responsible parties, and budget. The most apparent risk in terms of readiness related to availability of financial resources for the five year period. The MTF component was compromised with the amendment of Draft decision IG.17/5 related to adoption of the 5-year and 2-year PoWs during the Heads of Delegations meeting at COP 16 to reflect that there should be no increases in appropriations for 2010-2011. Other risks identified by one or more themes in the PoW logframe are considered under the report sections on sustainability and ownership.
273. Delivery of the PoW is top-down in nature in that is driven through the MAP institutions. However a majority of activities, including regional activities, are validated by and depend on adequate engagement of relevant actors at the country level. Readiness to implement the PoW at national level was established in its ownership (Section 5.4), the national focal point system and existing contacts and network of the RACs. In depth discussion were held during the preparation, inception and or feasibility phases of larger projects. Some activities or deliverables have been delayed as a result of extended preparation activities and other operational issues at country level such as difficulties in engaging key actors or in identification of appropriate experts.

⁵⁰ Based on available reports of the ECP meetings. Further background may be available in the meeting minutes.

5.2. Programme Implementation and Management

274. The PoW document has only a brief preamble and does not include sections on operations or implementation arrangements. Implementation arrangements are elaborated in a wider set of documentation, including:

- Decision IG17/5 on the *Governance Structure* adopted in 2008 that includes descriptions of coordination and coherence mechanisms, mandates for the Coordinating Unit and RACs, and roles of the MAP and RAC Focal Points. It provides guidance for the design, and monitoring of 5-year PoW and 2-year PoWs.
- Decision IG.19/5 on the Mandates of the Components of the RACs which includes operational principles related to design, funding and implementation of MAP activities;
- Decision IG.19/17 that addresses adoption of the 5-year PoW as well as the 2-year PoW for 2010-2011;
- The three biennium PoWs and budgets that identify responsible parties (MAP Components) for each planned activity and includes a total activity budget for each party.

275. The implementation of the PoW has taken place against a backdrop of institutional reform under the overall guidance of the Bureau and Contracting Parties. This has included consideration the findings of two functional reviews: the functional review of the Coordinating Unit and MED POL in 2010 and the extended function review of the MAP system conducted in 2012.

5.2.1. Roles and Responsibilities

276. The role of the Coordinating Unit with regard to the Work Programme is comprehensively described in the 2008 Governance Paper⁵¹. The roles of the Unit in programme leadership and coordination include recurrent tasks such as convening of the ECP meetings, reporting to the Bureau, and oversight of RAC contracts and reporting, and preparation of new biennium programmes, and one-off tasks such as preparation of a resource mobilisation strategy.

277. The role of RACs is addressed indirectly in the Governance Paper through reference to the issues to be considered by the ECP that *"should include cooperation in the development and implementation of the MAP Work Programmes, as well as brainstorming on relevant policy issues and providing advice to the Secretariat in the RACs' respective areas of competence Priority tasks ... will be to identify, design and lead the implementation of an effective process of integration of RACs activities and set up the Work Programme accordingly."* Discussions at the 77th Bureau meeting indicated that a proposal to transform the ECP into an operational management body is being considered in the ongoing revision of the ECP Terms of Reference⁵².

278. RACs individual roles with regard to programme development included providing input to development of the PoWs according to their respective areas of competence, to consult their designated Focal Points as appropriate in preparing their proposals and to communicate amongst themselves.

279. There is limited reference in the Governance Paper to the role of Focal Points in the PoW. RAC Focal Points were to be consulted on programme development (Paragraph 278). MAP Focal Points were to be invited to submit written comments on the consolidated work

⁵¹ Ensuring overall coherence and complementarity of the work undertaken by the RACs (including MED POL) and by the Coordinating Unit itself, by:

- Coordinating the preparation of the proposals to the Contracting Parties concerning the five-year Indicative Programme and the biannual Work Programme;
- Monitoring the implementation of the MAP Work Programme (including the components assigned to the RACs and MED POL), and reporting regularly to the Contracting Parties thereon;
- Providing formal and informal guidance to the RACs and MED POL on issues requiring involvement of the Coordinating Unit in their work, particularly issues of a legal or horizontal nature;
- Facilitating and encouraging the regular flow of information between and among the RACs (and MED POL), including bilateral networking and cooperation between the MAP components.

⁵² Progress on ToR review based on Decision IG.20/13 as presented by the Secretariat to the 77th Bureau Meeting

programme as least four months in advance of the Focal Points meeting and to consider, at their meeting, the overall coherence and practicality of proposed biennial PoWs and the strategic direction of the rolling five year indicative programme.

280. The Bureau was not assigned a specific role in programme design or oversight in the 2008 Governance paper but has provided substantive guidance on the budget and programme at its meetings in line with its 1995 Terms of Reference. The 2013 Decision on Governance⁵³ has formalised the Bureau role in the PoW to include i) guidance to the Secretariat on the preparation of the draft work programme and budget proposals for the next biennium including on the indicative planning figure in line with MAP's planning processes and ii) consideration at its meetings of the draft work programme and budget proposals prepared by the Secretariat in order to make recommendations to the Conference of the Parties.

5.2.2. Management Mechanisms

281. The two main tools for programme management are the biennial programmes of work and the related contracted issues to the RACs that are in receipt MFT/EC funding. In addition, decisions of the Contracting Parties provide a bridge between the policy framework and programming.
282. All MAP Components contribute to Bureau reporting on PoW progress and most have participated regularly in ECP meetings⁵⁴. Major decisions including approval of the two year PoWs and budgets as well as extension of the 5-year PoW are ultimately the responsibility of the Contracting Parties.

Biennium PoWs

283. The PoW was originally conceived as a rolling programme to be renewed every two years with a five year horizon. It was designed alongside the biennial programme of work for 2010-2011 and has provided a reference point for the biennial PoWs for 2012-2013 and 2014-2015. The idea of a rolling plan appears to have been abandoned as early as November 2010, when the Bureau concluded that the 5-year programme was 'already set' to emerging issues from the Rio+20 and CBD Nagoya meetings accommodate and instructed the Coordinating Unit to integrate into its 2012-2013 PoW.
284. The 2008 Governance paper (Decision 17/10) indicates that both the five-year Indicative Programme and the detailed two-year Work Programme must cover the entirety of MAP activities, including both actions to be financed from the MTP and those to be financed from other sources.
285. The two year biennial plans have provided a means to integrate emerging themes based on the thematic decisions taken at COPs (Table 3). The preamble to the 2012-2013 PoW notes that it includes all of the activities of the action plans expected to be adopted by the COP 17 that were to be implemented in that biennium. Similarly the PoW for 2014-2015 can be seen to reflect key thematic decisions such as the Decision on the ICZM Action Plan.
286. The 2012-2013 PoW template was based on detailed guidance on programming, planning and budgeting was issued by the Coordination Unit in early 2011 and the PoW format was further modified in 2014-2015. The formats have improved in terms of presenting an appropriate level of detail for consideration and approval by the Contracting Parties; for performance tracking and adaptive management during implementation; and for performance reporting for accountability purposes. They remain weak with regard to outcome indicators.
287. The COP and the Bureau have continued to call for additional tasks to be undertaken by the Coordinating Unit outside the scope of the prevailing PoWs (such as development of an 'Environment Friendly Cities Award' based on the Istanbul Declaration).

⁵³ Decision IG. 21/13

⁵⁴ INFO/RAC participation has been limited

RAC Contracts

288. With regard to programme delivery, the 2-year PoWs identify one or more responsible parties (MAP Components) for each planned activity reflecting the MAP components' field of expertise.
289. RAC's roles in PoW delivery of activities implemented through UNEP managed funding are formalised through project documents and related contractual agreements, under the overall supervision of the Coordinating Unit. These include i) two-year project agreements with the MAP components in receipt of MTF/EC funding⁵⁵ based on the COP-approved biennium PoWs and budgets and ii) agreements for activities associated with projects managed by the Coordinating Unit such as the MedPartnership, ClimVar & ICZM, EcAp and SWITCH-Med projects. There have been some agreements for activities associated with projects directly managed by the RACs and funded by external donors (e.g. MedKeyHabitats funded by MAVA for the account of SPA/RAC).
290. One RAC noted that the two-year contractual period is insufficient to guarantee support for longer running and more complex initiatives such as CAMPs. In this regard it is clear that the 5-year plan provides for increased certainty though it falls short of a guarantee of funding support.
291. Expected RAC contributions to the PoW through parallel funding are included in the approved biennial PoWs in line with Decision 17/10 (Paragraph 284) and are captured in related reporting but are not managed through any contractual relationship with the UNEP. RAC operations in this regard are supposed to be guided by the operational principles set out in IG. 19/8 including that: i) *The Five-Year and biennial Programmes of Work are ... implemented under the guidance of the Coordinating Unit,* and ii) *Regardless of the source of funding, activities should focus on MAP priorities and emerging challenges of MAP relevance, as decided in consultation with the Coordinating Unit and the Bureau.*

Implementation issues

PoW Extension and Timing

292. The Contracting parties approved the extension of the current Five-Year Strategic Programme of Work (2010-2014) for one additional year at their 18th meeting building on discussions at the 77th Bureau meeting. The justification for the extension was to align the two and five-year programming cycles, to avoid pre-empting the response to the extended functional review and to better align to external development including the post-2015 Sustainable Development Goals. An alternative proposal to cut the cycle to 4 years was reportedly rejected by COP 17⁵⁶.

Prioritisation

293. The question of prioritisation of PoW activities has been repeatedly raised in Bureau and Focal point meetings since the discovery of the financial deficit, in view of concerns that necessary budget savings should have a minimum impact on programme delivery.
294. Prioritisation of activities under the 2010-2011 Plan was addressed by the ECP at its February 2010 meetings that agreed to focus on a set of 'major achievements to be delivered by each of the RACs'⁵⁷ the MAP components. A slightly modified set of 'core system wide priorities' was approved by the Bureau at its meeting in May 2010.
295. Subsequent discussions on prioritisation have been inconclusive, as the straightforward issue of programmatic prioritisation became enmeshed with more sensitive discussions on budget cuts with implications scaling back the MAP structure. The Bureau discussed the idea of having a prioritised set of activities rather than across the board reductions at its October 2011

⁵⁵ Apart from MED POL which is managed administratively as part of the Coordination Unit

⁵⁶ Report by the Secretariat on Specific Issues. UNEP/BUR/77/4. 17 June 2013

⁵⁷ Except Blue Plan which refers simply to the adopted PoW

meetings. A UNEP representative proposed core and non-core elements, according top priority to vital, legally binding elements. Flexible modules could then be built around that core, funded through mobilization of external resources.

296. At a practical level the 2014-2015 PoW has the lowest budget of the biennium plans and can be considered more realistic. The level of 2014-2015 budget is lower in order to put aside Working Capital Reserve of EUR 831,000.

Project Funding and Alignment

297. UNEP-managed projects and RAC projects (parallel funding) have made an important contribution to the PoW; have facilitated coordinated actions among the RACs, with countries partners and national stakeholders; and have contributed to MAP visibility. There is no evidence that projects are subject to any systematic review regarding their alignment to the PoW though the UNEP project documents seen clearly set out the rationale and justification for the work in the context of the BC, and related protocol, strategies and action plans

298. However, the high proportion of external funding anticipated in the PoW (Paragraph 347), and even higher proportion reflected in expenditure (Paragraph 348), presents a number of challenges in terms of aligning resources to the PoW in a timely manner.

- There was a significant risk that not all funding would be raised in the timeframe anticipated in view of uncertainties and sometimes extended timeframes around fundraising and that this would lead to gaps in the overall implementation strategy.
- Project donors typically seek to match their own objectives with grantees objectives when approving projects and this may lead to activities being undertaken that do not fully overlap with the approved PoW.
- Projects have often been associated with extended inception times and relatively slow expenditure, for a wide range of internal (administrative) and external reasons.

299. In addition, transaction costs associated with dealing with project applications, management and reporting can be high and, especially for smaller projects, can place a disproportionate burden on programme and administrative staff.

300. The 2008 Governance paper indicated that RACs could raise funding for work that is not aligned to the PoW if it falls within their mandates but that the Bureau should approve relevant amendments to the work programme before any such additional activities were launched. There is no evidence that this provision has been exercised. Concerns were raised by interviewees and questionnaire respondents about the use of the 'MAP brand' to raise funds for non-aligned work by some RACs and about the disproportionate use of the MTF-supported organisational infrastructure to support work in host countries and or immediate neighbouring countries.

301. The resource mobilisation strategy (Paragraph 350) characterised the prevailing external income as a 'patchwork type of earmarked funding' and noted the associated heavy workload that comes from having to deal with a multitude of conditions, timelines and formats for submissions and reports. It cautioned against accepting project funding that is not well aligned with the 5-year and 2-year PoWs and noted that a patchwork of small heavily earmarked contributions may complicate or even undermine the organization's own priorities.

302. With regard to individual UNEP projects:

- The GEF projects (MedPartnership and ClimVar & ICZM) were developed through participatory planning processes and received letters of support as well as cofinance commitments from the participating countries as well as co-donors such as the EU, FEM, AECID, and MAVIA).
- There has been some criticism about the alignment of two EU projects – SWITCH-Med and particularly EcAp (Paragraph **Error! Reference source not found.**, 326). Consensus building has been addressed by development and approval of Decisions on the EcAp Roadmap (IG.20/4) and Development of an SCP Action Plan (IG.21/10) as well as by the

establishment of project governance structures bringing together relevant focal points, RACs, representatives and other stakeholders.

- Project activities have been integrated into the approved PoWs. For example, the MedPartnership project was to contribute to 12 activities under five outputs and four PoW themes in 2012-2013 with GEF and EU funding allocated to PoW activities totalling EUR 2.97 million over the two years⁵⁸.

Responsiveness of the Coordination Unit

303. Day-to-day coordination of the programme has been the responsibility of the Coordinating Unit's Governance Officer, with two qualified incumbents during the period covered by the evaluation. The workload associated with programme management (Paragraph 276), combined with the other substantial roles of the Governance Officer, is considerable even with the support of the wider Coordinating Unit staff.

304. The relationship between the Coordinating Unit and the RACs has been somewhat strained and the work programme has suffered from delay in reporting on one side and in limited technical and administrative support on the other side. This has been exacerbated by necessary but unpopular cost savings and associated uncertainties regarding funding. MAP components reflected a desire for greater support and feedback particularly in identifying and liaising with donors and mobilising additional resources.

External Issues

305. Political change and insecurity have affected the ability of a several countries to participate fully in PoW implementation at different stages during the period covered by the evaluation with pilot interventions through projects particularly prone to disruption. Project activities have been postponed, curtailed, and, in a few cases, relocated to other countries as a result of timing constraints related to project delivery deadlines (Paragraph 245).

5.3. Stakeholder Participation and Public Awareness

Partnerships and Collaboration

306. A wide range of stakeholders was identified in the preamble to the 5-year PoW 2010-2011 and 2012-2013 PoWs '*Responsibility and Partners*' and other immediate stakeholders are referred to under 'means of implementation' in the 2014-2015 PoW. Key stakeholders within the MAP system are the RACs, Contracting Parties and their focal points and the Compliance Committee. MAP has facilitated the work of the MCSD in support of the MSSD as a core part of its mandate and PoW.

307. Activities under Output 1.1 set out to reinforce partnerships based on related COP Decisions⁵⁹. Indicative activities in the 5-year PoW include 'coordinated and strategic relationships with partners' and donors and indicators include 'number of decisions and policies prepared in consultation with partners' and 'percentage increase of civil society organizations and private sector partnering with MAP'. Progress has been regularly reported as a distinct agenda item at Bureau and COP meetings with developments at institutional level including approval of 27 accredited NGOs and four additional applications for accreditation. The latter underscores a strong interest and willingness from civil society to collaborate with MAP and share their knowledge and expertise and signature of cooperation agreements in 2012 with IUCN, UfM and GFCM and areas of interest were defined in order to build linkages at both political and project levels. Further partnership agreements are under development. In addition an extended set of RACs partners is recognised in an Appendix to the Decision on mandates of the Components of MAP.

⁵⁸ Data from 2012-2013 PoW includes EU cofinance for MPAs work

⁵⁹ COP Decision IG 19/6 on *Cooperation and Partnership with Civil Society*, Decision IG 20/13 on *Governance*, and Decision IG 21/14 on *Cooperation Agreements*

308. At an operational level, MAP has effectively engaged a wide range of stakeholders outside the MAP system including decision makers, national and local authorities, partners, organisations undertaking complementary work, donors, technical experts and a wide range of direct and indirect beneficiaries of project interventions. Partnerships have enabled the MAP components to expand the scope of their work by bringing additional expertise to bear on the PoW and by influencing the planning and actions of other actors.
309. Projects have facilitated action-oriented partnerships and contributed to MAP visibility. For example, MedPartnership project has been successful in bringing a together a cross section of UN agencies (UNESCO-IHP, FAO/GFCM, UNIDO) NGOs (WWF-MedPO, GWP-Med, MIO-ECSDE), regional centres and programmes together in a concerted effort towards implementation of the Strategic Action Plans on Pollution and Biodiversity (SAP-BIO and SAP-MED).
310. Other important PoW partners have included European agencies (e.g. EEA for H2020, EMSA for the SAFEMED projects) and UN agencies and hosted Conventions including UNIDO and UNEP Division of Technology and Industry and Economics (SWITCH-Med). WHO; IMO; IAEA) and Convention Secretariats (e.g. the Convention on Biological Diversity, ACCOBAMS, OSPAR, HELCOM, the Stockholm Convention, the Basel Convention, and the Bucharest Convention).
311. RACs have played a significant role in widening MAPs engagement and reach including through joint actions, hosting arrangements and secondments. Collaboration with research institutes and networks (CEDRE, ISPRA, PEGASO partners), the private sector (Mediterranean Oil Industry Group; ENI S.p.A) on marine pollution, specialist organizations (QUASIMEME, IAEA), universities and local NGOs have permitted to broaden MAP technical skills and expertise and extend the influence of the MAP system. SCP/RAC developed 29 MOUs with national, regional and regional organisations.
312. PoW initiatives have mobilised a large number and wide range of technical experts in working groups, committees, coordination and correspondence groups, and networks such as the recently established Network of Law Enforcement Officials related to MARPOL (IG.21/9).
313. From an operational perspective, collaboration with partners has functioned well, albeit with some delays with contracting. Some practical issues have had to be resolved, such as the differing approaches to consultation affecting timing of activities in a marine protected areas project that was jointly delivered by SPA/RAC and an NGO.

Communications and Public Awareness

314. Achievement of PoW outcomes will depend behavioural change amongst of a far wider group of stakeholders than is directly involved in PoW interventions. Output 1.3 *Knowledge and information effectively managed and communicated* under the Governance theme is concerned with internal and external communication. It relates to strategic use of knowledge information, effective knowledge management and communication, participation and education. It addresses communication at two different levels: i) the production of technical documentation (guidelines, toolkits, economic, social and ecological analyses) to inform decision making process and respond to Contracting Parties' needs; ii) modern information and communication technologies (websites, newsletters) with a view to processing, circulating and sharing the information and reaching the public at large to improve MAP visibility and impact.
315. The Coordinating Unit, MAP components and projects have produced a large quantity of technical reports and publications during the PoW period to date including guidelines, assessments and technical notes. Most are oriented towards practitioners and technical audiences or to specific events but are accessible to wider audience. More popular highlights include the 2012 *State of the Mediterranean Marine and Coastal Environment Report* and accompanying *highlights for policy makers*. The process was launched at a high profile event in Greece in March 2010.

316. A concerted effort has been made during the period covered by the evaluation to produce official documents in both English and French both languages are used on the MAP components websites. However availability of technical documents in the national language was identified as a moderate or strong constraint by over half of the questionnaire respondents (Annex 6).
317. Workshops, training and, conferences have reached a wide cross section of technical and professional audiences across multiple sectors. For example, SCP/RAC organised some 113 events cleaner production, green competitiveness, olive oil waste management, green public procurement, green and sustainable events, Eco design, green banking, green finances, green entrepreneurship, sustainable consumption and production, carbon emissions, sound management of chemicals, POPs, mercury, life cycle analysis, BATs and BEPs, green economy, circular economy, ecotourism, eco innovation, and marine litter.
318. The communication component remains a weakness despite the development of a new communications strategy in 2011, building on an assessment commissioned in 2010. The Coordinating Unit has had a dedicated communication officer since 2013. Efforts are being made to restore communication internally and externally through: i) the organisation of a monthly teleconference with RACs related communication and information staff; ii) the establishment of a task force for the MAP 40th Anniversary in 2015. The content and scope of the newsletter "Medwaves" was reviewed, though only one edition in electronic version has been published during the programme period, targeting for CBD COP 10. MAP's website has been updated in three languages, and the much-needed revamping exercise is ongoing. Coast Day celebrations have taken place annually from 2007 to 2014 and attracted popular coverage particularly in the host country.
319. The ability of INFO/RAC to deliver planned activities has been constrained by available resources: INFO/RAC reported that it has information tasks requiring in kind expertise rather than more costly communication activities. Significant contributions in this regard included the development of InfoMAP, providing countries with a document sharing system, and the MED POL pollution monitoring system. A Communication Officer recruited in January 2013 for the MedPartnership project has provided support to UNEP/MAP:
320. RACs websites are variable in term of visual identity, attractiveness and accessibility. Most of the sites now provide updated information in English and French on the organisation, mandate, activities and projects, news and events, and easy access to a wide range of documentation. MED POL is currently covered as a subsection on the MAP site. Several RACs have also developed newsletters. MAP components and project managers have been involved in organisation of and presented at relevant conferences and forums involving practitioners and decision makers.
- .
321. Many projects and initiatives have had a strong and targeted communications component. Communication tools and materials include:
- Project websites including SWITCH-Med, MedMPAnet, MedPartnership;
 - Dissemination of newsletters and updates, annual reports, brochures and leaflets;
 - Awareness raising campaigns (e.g. on POPs, Mediterranean Coast Days);
 - Organization of popular events and festivals such as a documentary cinema event on MPAs;
 - Production of videos (e.g. POPs; CAMP Levante de Almeria; MedPartnership).

5.4. Country Ownership and Driven-Ness

Regional Level

322. The institutional framework for country engagement at regional level is strong and includes the MAP Governance bodies (COP, Bureau and National Focal Points), the RAC focal points and, indirectly, the Compliance Committee.
323. At regional level, country ownership of the 5-year and 2-year PoWs is founded in the programme purpose to facilitate and promote the full implementation of the Barcelona Convention, its protocols, strategies (Paragraph 59), and in the adoption of the PoWs by Contracting Parties through Decisions at successive COPs (Paragraph 73). National Focal Points were instrumental in the completion of the 5-year PoW (Paragraph 268).
324. Preparation of the biennium PoWs has taken place in a consultative manner building on components' consultations with their focal points (all components in 2011; PAP/RAC in 2012 and 2013; MED POL & SCP/RAC (jointly) and SPA/RAC in 2013). Approval has been subject to substantive discussions at Bureau and COP meetings though with an emphasis in recent years on budgetary aspects in view of the financial deficit. New activities in the PoW are rooted in adopted thematic Decisions of the COP including action plans, regional plans, regional strategies, strategic frameworks and work programmes, many of which were either developed with the input of, or reviewed and endorsed by, relevant Focal Points prior to their adoption.
325. Participating Contracting Parties have also been involved in development and endorsement of major projects including notably the GEF-supported MedPartnership and ClimVar & ICZM projects for which they pledged substantial cash and in-kind cofinance.
326. Responses to the evaluation survey reflect a lack of ownership in some areas.
- Survey respondents from two EU countries indicated that PoW activities in the areas of governance, ICZM and/or biodiversity were not particularly relevant as these countries are already applying the EU policy framework in these areas (Paragraph 67)
 - Low ratings on climate delivery by respondents from EU-countries may reflect that activities under the ClimVar & ICZM project are focussed in GEF-eligible and mostly non-EU countries.
 - One respondent reflected concerns with EU directives 'calling the shots' and highlighted the need to close the 'eco-socio-tech' gap between EU and non-EU countries
 - Several respondents reported limited awareness of PoW activities in the areas of SCP and climate change and emphasised the need to build awareness and understanding of the issues.
327. National hosting of RACs is an important foundation of delivery of the PoW. Evaluation informants reported that hosting arrangements have affected PoW implementation including issues related to: i) shortfalls in cash contributions that affected the ability of INFO/RAC to deliver its full mandate and assigned PoW tasks, notably in the area of communications (Paragraph 319) and ii) perceptions of bias towards implementation activities in the host country by SPA/RAC and PAP/RAC (Paragraph 300). In addition responses to the extended functional review by some parties, with implications for the longer term organisation and financing of PoW delivery, were considered partial.

National Level

328. The main institutional framework for engagement at national level is the system of the National and RAC Focal Points. The role of Focal Points including their main tasks and their relationships with MAP and its components is described in the 2008 Governance Paper. Interviewees reported that there remains some confusion around the FP notion as understood by the MAP and the Focal Points themselves and it is not clear for the latter whether it is a function, a task or a relay to national authorities. This difference of perception at the national level often led to low degree of engagement. Some interviewees commented that the work of the Focal Points is additional to their regular workload and it is not properly acknowledged or recognised at the MAP level.

329. Delivery of the PoW has been largely top down in nature with interventions led or facilitated by the MAP components with country leadership exercised at the design and approval stage. A handful of PoW activities provided for provision of technical advice upon request of the Contracting Parties but this has only been used to a very limited extent. Deliverables under some other activities do however reflect specific responses to country requests.
330. Focal Points and other national stakeholders have been involved in a wide range of project activities ranging from pilot and demonstration activities at the local level to national level assessments and expert workshops at the regional level. However, Focal Points have not always been informed of project activities taking place in their country, particularly activities implemented by project partners. A number of RACs reported that they are not in regular contact with their Focal Points as there have not been sufficient opportunities to convene focal point meetings, and they are not always informed of changes in the nominated Focal Points.
331. Feedback on national implementation of the Convention and its Protocols is provided through Compliance reporting as well as high level Ministerial statements made to COPs. There is no provision for specific feedback on PoW implementation.
332. Achievement of the Mediterranean vision, as well as mainstreaming of the PoW outputs, including upscaling and replication, depends on reaching beyond environmental and maritime related ministries where Focal Points are typically based. There have been limited efforts at the regional level to influence governance structures and coordination at national level. The ICZM Action Plan adopted in 2012 identified cross-sectoral institutional governance structures at regional, national and local levels as a requirement for ICZM and the MedPartnership has encouraged creation of inter-ministerial committees and inter-sectoral consultations.
333. Finally the evaluation survey looked at factors that have contributed to or limited the utilisation or application of PoW outputs at national level which may be considered as indicators of country ownership and driven-ness (*Political support and prioritization, institutional coordination, policy and legal processes, financial/budgetary allocations, and availability and deployment of skilled personnel*). While only one of these factors was viewed to be acting more strongly as a constraint than a support across all countries, these factors were reported to be acting by a quarter or more of respondent in each case. (See also, sustainability and ToC). Interviewees commented on the low visibility of the MAP processes and limited participation of senior decision-makers.

5.5. Financial Planning and Management

5.5.1. Budgeting, Allocations and Expenditure

334. The PoW Logframe includes a total 5-year budget for each output. The total budget was € 38,856,000 excluding staff and administrative costs for the Coordinating unit and other MAP components. Expected funding was to come from two sources: i) funds from the MTF and EU voluntary contributions ('MTF/EC' representing 34% of total) and ii) external project-based funding ('EXT'). MTF and EU funding is also used to cover a substantial part of human resources and operational costs of the RAC components⁶⁰, that are included in the overall approved biennial budget but remain distinct from the PoW activities budget.
335. Two year budgets associated with each biennial PoW have been approved at successive COPs, typically including a breakdown of funding according to MTF/EC and external sources. The presentation of information varies with efforts made in each successive biennium to improve and clarify the presentation format.
336. Table 8-1 in Annex 8 provides a breakdown of the 5-year and 2-year budget by theme distinguishing MTF/EC and EXT funding for the 5 year PoW. The sum of budget over the three biennia is over 50% higher than the original 5-year PoW budget. The amount budgeted for

⁶⁰ Regular MTF/EC allocations for INFO/RAC and SPC/RAC were approved for 2014 and 2015 as part of the PoW Budget (Decision 20/17)

governance more than doubled, while the amount for climate change has declined by about one third.

337. [Table 8-2](#) in [Annex 8](#) shows the proportion of funding that was considered secured at the time each PoWs were adopted, and the proportion yet to be secured. Unsecured funding accounted for 10%, 51% and 43% respectively of the total PoW cost in each of the three biennia, with considerable variation amongst the outputs.

338. The 2-year PoWs include a detailed breakdown of budget by activity including secured and unsecured funding. Unsecured funding for 2010-2011 amounted to just over EUR 2 million, affecting some 22 activities. The shortfall for 2012-2013 was EUR 13 million affecting 58 activities, and for 2014-2015 was EUR 6.3 million affecting 33 activities.

MTF/EC Budget

339. The MTF/EC share of the 5-year PoW corresponded to five times the mean annual MTF /EC funding for activities in 2010-2011 PoW and in this regard could be considered realistic at the time the PoW was designed. Decision IG.19/17 included an agreement to defreeze the 2012-2013 budget indicating that the budget in subsequent biennia could reasonably be expected to increase⁶¹.

340. The budgeting in subsequent biennia as well as approved allocations to RACs below the level of the approved budget reflect the discovery in the second half of 2010 of a significant financial deficit in the MAP trust funds including the MTF, that had accumulated over the previous years. Actions were taken from 2010 to reduce expenditure, including to address over-budgeting of EUR 2.5 million per year and to recover the deficit. The MTF deficit was fully recovered by 2014 and the emphasis has now shifted towards establishing an operational reserve.

341. The MTF/EC budget for Coordinating Unit and RAC activities in the three biennial budgets (respectively EUR 5,074,082, EUR 3,393,734 and EUR 3,158,710) was EUR 11,626,526, equivalent to 30% of the total PoW budget. The approved activity budget over five years (2010-2014) was EUR 9,997,502, equivalent to 75% of the amount MTF/EC budget in the 5-year PoW. This reflects a 33% decline in the budgeted amounts for activities in 2012-2013 compared to 2010-2011 and a 38% decline in 2014-2015.

342. [Table 8-3](#) in [Annex 8](#) provides an overview of actual MTF/EC budget allocations to each of the MAP components in the 5-year and 2-year PoWs. Financial allocations to the RACs through project contracts ([Paragraph 289](#)) are typically subject to a number of revisions through the course of the biennium and final amounts have fallen short of budgeted amounts.

343. The total MTF/EC allocation for activities in 2010-2011 was EUR 4,046,480⁶², representing 80% of amount approved in the biennium budget. Total allocations in 2012-2013 were just EUR 2,089,051, representing 62% of the (lower) approved MTF/EC activities budget, and equivalent to just over half the allocation for the 2010-2011 biennium.

344. The Coordinating Unit does not collect or compile data on expenditure by PoW outcomes or outputs. [Table 8-4](#) in [Annex 8](#) presents an overview of expenditure by each of the RACs on administrative and operational costs (mainly staff) and on activities. The shortfall in available MTF/EC funding means that funding was allocated as a priority for human resources and operational costs. Expenditure on salaries exceeded 90% of the budgeted amount in 2010-2011 and was just under 80% in 2012-2013 when much of the saving was accounted for by low expenditure on MED POL salaries. In contrast, expenditure on activities was 68% and 58% of budgeted amounts respectively in 2010-2011 and 2012-2013. Expenditure by the Coordinating Unit was the lowest percentage of approved (and allotted) budgets in both

⁶¹ Contracting Parties ordinary contributions to the Mediterranean Trust Fund have been frozen since 2004

⁶² After correction to avoid double counting of rephrased income resulting from under-expenditure in the first year of a biennium

biennia while expenditures by Blue Plan and PAP/RAC⁶³ were also relatively low in 2012-2013.

345. Prioritisation of salaries, while pragmatic, has accentuated the effects of the delays in funding becoming available for planning and delivery of activities through project revisions in any given contract period. Activities expenditure was particularly affected in the first year of each biennium, accounting for 26% and 11% of expenditure on activities respectively in the 2010-2011 and 2012-2013 biennia. The establishment of an operational reserve as well as the earlier payment of contributions called for by successive COPs would reduce this effects of cash flow on planning and delivery.

346. As of November 2014, 2014 indicative data was available on disbursements to date by three RACs. Expenditure amounted to just over 70% of the approved annual budget (operations and activities) for REMPEC and PAP/RAC and 29% for SPA/RAC that signed its agreement only in the second quarter of 2014. There had not yet been any disbursements to Blue Plan that signed its project agreement in the last quarter of 2014. The new biennial allocations for SCP/RAC and INFO/RAC had not yet been disbursed.

Other Sources of Funding

347. Other sources of funding, 'EXT funding', accounted for 66% of the 5-year PoW budget and for 76%, 87% and 79% respectively of the three biennial budgets. EXT funding was to include all other sources of funding raised by the Coordinating Unit and RACs in support of the PoW including UNEP project-based funding⁶⁴; funding support to RAC activities provided by the RAC host countries; and support from host countries or other parties for major events and meetings such as COPs and Focal Point meetings.

348. Table 9-4 in Annex 9 includes a summary of the planned EXT budget and of expenditure for each biennium for EXT funding channelled through the Coordinating Unit. Expenditure figures are indicative in view of the use of single EUR /USD exchange rates for each biennium. EXT expenditures on UNEP projects accounted for 54% of recorded expenditure on activities in 2010-2011 and for 77% of recorded expenditure on activities in 2012-2013 (when it substantially exceeded the amount of UNEP project funding allocated to activities in the PoW).

349. EXT expenditure figures in Table 9-4 are a significant underestimate of the true figure since they do not include expenditure on the PoW based on parallel funding for the PoW⁶⁵, which is raised directly by the RACs and does not pass through UNEP's bank accounts. The importance of parallel funding is illustrated by the following points:

- Secured parallel funding accounted for 22% of the PoW budget in 2012-2013 on approval, which is the only period for which figures were provided.
- One MTF-supported RAC reported that just 25% of its budget came from MAP funding in 2012-2013 compared to 41% in 2010-2011 and 39% in the previous biennium. Another MTF-supported RAC reported in mid-2012 that all activities were funded by external funds except for two field interventions which received partial support from the EU voluntary contribution.
- SCP/RAC reported raising EUR 2.99 million from external sources during the PoW period to date.
- The September 2012-2013 progress report indicates that EUR 3.44 million of parallel funding for projects was mobilised in the biennium.

Resource Mobilisation

350. Decision IG.19/17 related to adoption of the PoW includes a request to the Coordinating Unit and Components to step up its efforts to prepare a joint resource mobilization plan, and the

⁶³ PAP/RAC has been allowed to carry forward funding for one delayed activity to the 2014-2015 biennium

⁶⁴ Project Funds managed by the Coordinating Unit

⁶⁵ The Coordination Unit does not systematically track parallel income and expenditure by the RACs since it is not required to report on PoW expenditure to the Contracting Parties.

need for such a strategy was reiterated at the May 2010 Bureau Meeting. A first Resource Mobilisation Strategy (RMS) was developed by the Coordinating Unit in 2011 for approval by the COP 17 and was adopted as part of Decision IG.20/13 as a basis for guiding efforts to ensure adequate financial resources for the activities in the PoW. The Secretariat was requested to make proposals as appropriate for the enhancement of the Strategy for consideration and adoption at the subsequent COP and there are related activities in the 2014-2015 PoW.

351. The RMS included a limited mapping of donor options and a number of practical recommendations to improve the ability of MAP to raise and manage external funding in an efficient and effective manner, in line with its PoW. Many of these recommendations remain highly relevant.

352. The recommendation of the first functional review to recruit a resource mobilisation officer has not been implemented. There is an ongoing need to find an appropriate balance between the desirability of a more coordinated approach to fundraising and the recognised autonomy of the RACs as well as the specialist knowledge they bring to proposal development.

5.5.2. Financial Management

353. Financial and administration support to the Coordinating Unit is provided by a small and efficient team whose salaries are covered by UNEP Nairobi on the basis of Programme Support Costs levied on MAP expenditure. UNEP has been implementing the recommendations of a 2011 OIOS audit during the period covered by the evaluation and this evaluation has not looked in depth at financial management or procurement practices. The following paragraphs touch upon aspects of financial planning, management and reporting of relevance to PoW delivery.

354. With regard to financial planning, the clarity of budget information provided to the Bureau and COPs to enable strategic decision making has improved over successive biennia, including through provision of a summary of financial information for output and theme and explicit reference to the amount of resources to be mobilised.

355. RAC funding is advanced through small scale funding agreements (SFFAs) or other appropriate contracting arrangements that include regular reporting requirements (Paragraph 289). A phased allotment approach to RAC 'project' funding was introduced in 2012, largely in response to the late receipts of assessed contributions.

356. Expenditure of MTF/EC funding and of UNEP project funding is subject to detailed reporting and oversight against budgets in the UNEP format. Expenditures have been reported to the Contracting Parties through the MAP Focal Points meetings and in the recent years have been reported to the Bureau in the 'Specific Issues' document prepared by the Secretariat. Formal reporting of the MAP accounts to the Focal Points takes place once the biennium in question has been closed and audited. Data on parallel funding (income and expenditure) is not collected.

5.5.3. Human Resources

357. The staff of the Coordinating Unit – particularly support staff – was reduced as part of the management response to recommendations of the functional review of the UNEP administered MAP components undertaken in 2010⁶⁶. MED POL staff levels were particularly affected with i) the coordinator post abolished in 2012 after termination of the arrangement with WHO and ii) two of the three professional posts approved for 2012-2013 left vacant. This is reflected in the low MED POL staff expenditure in 2012-2013. More recently, REMPEC staff has been reduced as part of the follow up to the extended functional review.

⁶⁶ UNEP/MAP – Barcelona Convention Functional Review. 11 October – 15 December 2010. Colmenares & Geka.

358. The Coordination Unit currently comprises just three professional officers in addition to the UNEP-funded administrative officer. Additional support during the period covered by the evaluation has been provided by consultants⁶⁷ and to some extent by project staff⁶⁸, though neither option is considered a viable long term option. The new staffing arrangements for the Coordinating Unit proposed at COP 18⁶⁹, including provision for a senior officer for strategic and operational planning would address concerns related to a more proactive role in programme management as well as a strategic support to resource mobilisation (Paragraph 304). However the arrangement was not fully adopted in the related budget Decision owing to funding constraints.
359. Concerns over job security, particularly around the period of the second functional review in 2012, undermined staff morale. This was exacerbated by reduced and delayed availability of funding for activities and associated uncertainties around the planning of activities. The perseverance of the MAP system personnel during this difficult time is laudable.
360. Appointments of both regular and project staff within the Coordinating Unit were delayed during the PoW period as a result of i) the hiring freeze instigated at the request of the Bureau in July 2012, that was partly lifted in February 2013, and ii) lengthy recruitment procedures which included a number of screening processes. This in turn has been associated with some delays in delivery of activities (and associated expenditures), notably in the GEF MedPartnership project. In contrast the GEF ClimVar & ICZM project benefitted from existing project team and governance structures established by the MedPartnership project.
361. Some interviews and questionnaire respondents regretted that the majority of RAC staff is employed from the RAC host country, losing the opportunity to build teams with a regional representation and outlook. It was suggested that this is largely due to the nature of benefits packages that are not adapted to the expectations of international candidates. RAC staffing has been complemented by regional experts in some cases, including by the employment of experts in each of the long-running CAMP projects, who formed part of the PAP/RAC team.
362. Concerns were also expressed around the recruitment of consultants with perceptions of a lack of transparency in view of limited dissemination of opportunities⁷⁰. There was some annoyance with reported use of consultants for tasks that could be delivered by the MAP network and at the selection of international consultants to work on regional issues. Outsourcing can also result in loss of institutional memory or opportunities for institutional learning.
363. There does not appear to have been any guidance or systematic effort related to recovery of core staff costs on the basis of their support to activities financed by external and parallel funding. Although in some cases this support has been recognised as cofinance, the RMS recommended a more assertive approach to resource mobilisation, including covering staff costs in order to lessen the burden on the MTF.

5.6. Monitoring and Evaluation

Arrangements for Monitoring

364. Chapter 7 of the Governance paper (IG.17/5) describes a comprehensive approach to monitoring of progress towards the objectives of the BC, spanning State of the Environment Reporting, legislative and institutional progress in Contracting Parties using the MAP reporting system, and monitoring of progress in implementation of the workplan. The system describes how feedback from the different monitoring systems should be used to inform development of successive biannual PoWs.

⁶⁷ E.g. Six month consultancy in support of the MSSD in 2011

⁶⁸ For example the MedPartnership Information Officer provides a wider communications function

⁶⁹ Annex II to Decision IG.21/17

⁷⁰ Decision IG.21/13 requested the Coordinating Unit to ensure that all consultancy contracts financed from the MTF will be let in accordance with the procedures established in the United Nations Rules and Regulations

365. The Governance paper section on PoW progress reporting indicates that information will be used to steer programme management and guide development of future programmes. It indicates that RACs should submit regular (six-monthly) reports structured according to the actions in the biennial work programmes, should cover all substantive, administrative and financial aspects of the Centre's activities and should address any problems or divergence from the agreed work programme. Reports were to be discussed by the Bureau and made available to Contracting Parties.
366. There were a number of related indicative activities in the 5-year PoW under the overall theme of *effective reporting, implementation and compliance*. These are reflected in more specific activities in the 2-year PoWs including to develop, agree and populate a set of indicators of the effective implementation of the PoW (2010-2011, 1.1.22), and development of indicators to measure cost effectiveness of implementation per PoW output (2012-2013, 1.1.6.1). The three-stage reporting process proposed for the ECP meeting in February 2010 proved overambitious with practical difficulties in developing outcome indicators and incorporating costs of staff time into reporting. There is no evidence that indicators to measure cost effectiveness were established and certainly this would have been challenging given the wide range of PoW interventions.
367. Responsibility for monitoring is assigned to the Coordinating Unit, RACs and the ECP. It is not possible to determine the financial allocation for monitoring as the related budgets are for a wider set of activities; potentially constraining actual allocations for this work. However, progress monitoring and reporting can be considered a core role of the Coordinating Unit and other MAP Components so reporting on activities and deliverables is expected to be largely covered in staff time and operating budgets.

Quality of Logframe and Adequacy of Indicators

368. The 5-year PoW logframe includes key elements of the theory of change (ToC) such as outputs and outcome for each theme. However the logframe structure lacks coherence in that many of the 'outcomes' and 'outputs' are defined at different levels.
369. The indicators in the 5-year PoW include simple progress indicators (on delivery), process indicators such as mobilisation of resources, and some outcome indicators including outcomes falling within the MAP system (such as adoption of action plans) and external outcomes dependent on actions by the Contracting Parties (such as creation of protected areas). Indicators are typically specific, measurable, and relevant with the limited range of indicators perhaps reflecting the difficulty in identifying measurable indicators. They do not generally include targets (though many are binary in nature) and there are no baselines. There are no explicit outcome indicators though some output indicators are at outcome level. Overall, the indicators do not provide a sufficient basis to determine whether activities are leading to the expected results.
370. The framework for measuring performance differs in each of 2-year PoW logframes.
- The 2010-2011 logframe includes indicators for each specific activity. The indicators specify immediate results of the activities including procedural outcomes (such as signature of partnership agreements) and delivery of goods and services,
 - The 2012-2013 logframe includes biennium targets for each of the 5-year PoW outputs. Activities are worded in general terms and expected results are specified for each, in most cases as a detailed list of goods and services (such as meetings) to be delivered. Means of implementation are described for each activity.
 - The 2014-2015 logframe similarly includes biennium targets for each of the 5-year PoW outputs. The Logframe includes generalised activity titles associated with one or more expected results that are specified in detail. Means of implementation are described for each activity.
371. There are a number of five-year indicators without any corresponding targets (or activities) in the biennium plans and a large number of targets that are unrelated to the original set of

indicators – reflecting the weakness in the original set of indicators as well as developments in programmatic direction including based on decisions of the COPs (Paragraph 176).

Implementation of Monitoring

372. The main monitoring reports made available for this evaluation are the progress reports prepared for the seven of the nine Bureau meetings organised between April 2010 and July 2014. Monitoring appears to have been a periodic exercise, for reporting purposes, focused on delivery of activities or expected results. The approach to presentation of results has varied and includes simple narrative reporting of highlights and/or a range of table formats that do not always map directly onto the prevailing PoW logframe.
373. Bureau reporting intervals have varied and there are gaps between reporting periods⁷¹. Reports are not fully synchronized with the 2-year programmes of work and sometimes span more than one biennium. The timing of meetings before the close of the biennium means that activities in the final months of each biennium are not represented in reporting. A comprehensive synthesis report was produced for the first biennium covering the period January 2010 to September 2011 but there was not a similar effort for the second biennium. This combined with the varying report formats and large number of sometime overlapping activities has made it difficult to look at cumulative delivery across reporting periods.
374. Additional and more regular information is available from half yearly or annual⁷² progress reports by RACs that cover activities funded through the Coordinating Unit (MTF/EC and centrally managed EXT funding) as well as other activities undertaken by the RACs based on parallel funding. Reporting appears to have been based on the project documents with individual RACs and does not always map clearly onto the prevailing PoW Logframe. The quality of reporting is variable and there have been some gaps or anomalies. For example, Blue Plan submitted its published annual report rather than a project report in 2012 and 2013.
375. This contractual reporting is generally viewed as accountability reporting 'to Nairobi' and seemed to be regarded more as a burden than as a useful adaptive management tool by the MAP components who said they did not receive any feedback on the report. The reporting format has now converged with that used for PoW tracking.
376. There has not been any explicit reporting at the level of the 5-year PoW indicators or of the targets established in the biennium PoWs for 2012-2013 and 2014-2015 but some of these are addressed in reporting and were used as a basis to develop the table in [Annex 7](#).
377. With regard to external projects, detailed annual reports have been produced for the EU-supported SWITCH-Med and EcAp projects, while annual project implementation reviews are completed for the GEF-supported MedPartnership and ClimVar & ICZM projects, together with a (combined) annual report. Detailed progress reports have been produced for donors for many of the parallel projects but do not appear to contribute systematically to programme monitoring by the Coordinating Unit.
378. Looking beyond PoW performance monitoring, a number of the programme activities and expected results are concerned with improving knowledge of the marine and coastal environment through development of indicators and establishment of monitoring protocols and action plans and in some cases direct support (through short term projects) to monitoring. There has also been a wide range of activities to facilitate reporting on environmental status, to establish appropriate information system and to disseminate results. These efforts reflect the multi-tiered approach set out in the 2008 Governance Paper.
379. The Compliance Committee has not assigned any specific role with regard to design, implementation or oversight of the PoW. The Committee reported to the 2012 COP that there Committee had concluded that there was 'much room for improvement' in reporting on

⁷¹ Reports are available for November 2009 - March 2010 (Bur 70); April - September 2010 (Bur 71); January 2010 - September 2011 (Bur 73); February - June 2012 (Bur 75); July - December 2012 (Bur 76); January - June 2013 (Bur 77); January-June 2013 (Bur 78).

⁷² REMPEC

implementation of the Convention and its Protocols⁷³. It noted that reporting was crucial for tracking progress at national level, for identifying difficulties and common challenges, and for the medium- and long-term programming of MAP activities. The Committee further commented at the 2013 COP on the 'persistent failure of some Contracting Parties to submit national reports',

380. There does not appear to be any systematic process to integrate the results of this broader monitoring effort, including compliance reporting, into design of the PoW but it is clear that such information provides a longer term basis for establishment of priorities set out in Action Plans and Strategies, that in turn feed into the PoW.

Evaluation

381. There is no reference to an evaluation in the 5-year PoW or related governance document. An external evaluation was anticipated in the 2012-2013 PoW (Expected result 1.1.6.2). The Contracting Parties requested the UNEP/MAP Secretariat to carry out an external evaluation of the Programme in 2013 (Paragraph 32).

382. There is a budgetary provision in the 2014-2015 Workplan and Budget as part of a larger activity related to planning (Activity 1.1.3).

383. Project evaluations have been undertaken or are expected for a number of the larger EXT projects including the UNEP managed GEF- and EU-supported projects.

- The evaluation of the MSSD Phase I was published in May 2011 and evaluation findings were used to inform design of subsequent interventions such as the SWITCH-Med project.
- A mid-term evaluation of the MedPartnership Project was completed in 2013 and implementation of recommendations has been tracked.
- A review of CAMP projects is underway (December 2014).
- Project documents for the EU funded projects – EcAp and SWITCH-Med anticipate evaluation according to UNEP's standard procedures and included budget lines for this purpose.

384. Other evaluative activities include the functional review and extended function review of the MAP system in 2010 and 2012, the external assessment of communications conducted in 2010 (Paragraph 318), and the resource mobilisation strategy developed in 2011. A mid-term evaluation (review) of the SAP-MED NAPs implementation was completed in 2014.

385. Finally, an internal self-assessment of PoW delivery was undertaken by the Coordinating Unit with input from all RACs in mid-2012 including with the aim to visualise and assess the levels of achievement of the planned outputs and corresponding indicative activities, to identify priorities to be carried forward to new 2014-2015 PoW and to identify lessons related to budget allocation, human resources and others.

⁷³ Decision IG.20/3 and IG:21/1 call for improved reporting and Decision 21/1 provided the Committee with a mandate to follow up on reporting

6. Conclusions and Recommendations

6.1. Conclusions

386. The Mediterranean Action Plan (MAP) Five-Year Strategic Programme of Work (PoW) for the period 2010-2014 was the first attempt to develop an integrated strategic framework for the MAP system and the first attempt to provide a longer term programming horizon for the MAP system to ensure greater continuity and effectiveness.
387. The relevance of the PoW is founded in its purpose, to facilitate and promote the full implementation of the Barcelona Convention, its protocols, strategies, and also the decisions and recommendations of the Meetings of the Contracting Parties. Core areas linked to delivery of the Convention and Protocols are Governance, Integrated Coastal Zone Management, Biodiversity, Pollution Prevention and Control. The PoW included two emerging themes linked to the broader MAP II outlook on sustainable development and to the MSSD: Sustainable Consumption and Production which is cross cutting in nature and Climate Change.
388. There are two main factors that have affected the way in which contributions to the PoW differ to the expected results: i) the extent to which biennial PoWs aligned with and covered the expectations of the 5-year PoW (the 'programming gap') and ii) the extent to which activities under the biennial plans have been delivered (the 'delivery gap')(Paragraph 175).
389. The 'programming gap' reflects that the PoW was to be a rolling plan, that would shape but also evolve with the development of successive biennial PoWs, and in this sense the 5-year PoW with its set of indicative activities cannot be considered as either an exclusive or fixed benchmark for measuring performance. While it proved impracticable to update the five year PoW, the biennial PoWs have served to expand and update 5-year PoW, to reflect the Decisions of the Contracting Parties, and to accommodate developments including those related to the ecosystem approach, SCP, ICZM and climate adaptation (Paragraph 281 & 283). The extension of the 5-year planning horizon to six years provides for synchronisation of the planning cycles.
390. There has been significant delivery in all six thematic areas in line with the purpose of the PoW (Section 4.2). However, a number of activities were cancelled or scaled back as a result of funding shortfalls or late receipt of funding (Paragraph 396) and in retrospect the PoW can be seen to have been overambitious with regard to available resources.
391. The MAP components have successfully engaged a wide range of partners and stakeholders in programme implementation, leveraging expertise through consultative bodies and expert networks, and extending their influence through participation in other relevant projects and initiatives such as the H2020 initiative to de-pollute the Mediterranean by 2020. Larger projects – particularly the UNEP projects⁷⁴ and CAMP interventions – have demonstrated the potential of concerted action by the RACs to develop policy, generate learning, to pilot new approaches and methodologies, and to link action on the ground to policy work. Parallel funding is not well captured and interviewees expressed some concerns over the extent to which this is PoW-aligned.
392. There were no outcome indicators in the PoW logframe and limited information on the achievement of the six programme outcomes, several of which are worded as impacts. The reconstructed theory of change identified nine immediate outcomes leading to four intermediate outcomes associated with different aspects of capability for delivery at national level (Paragraph 184). The ToC highlights how the PoW interventions are foundational in nature with the nine immediate outcomes expected to facilitate and enable onward contributions to the intermediate outcomes and impacts through compliance with the BC and Protocols and implementation of related strategies at the country level.
393. The consolidation of ICZM work leading up to and following adoption of the ICZM Protocol in 2011 demonstrates how the complementary programme strategies, including regional, methodological developments, capacity development and pilot initiatives, can act in a

⁷⁴ MedPartnership, EcAp, SWITCH-Med

synergistic manner to promote and support delivery of a Protocol at a national level (Paragraph 157). In other thematic areas, particularly pollution and biodiversity, the activities in the current PoW take on greater coherence as part of a long term strategy to support implementation of related protocols and strategies (Paragraph 179).

394. From a ToC perspective, greater attention needs to be paid to the drivers of higher level outcomes and sustainability including, notably to increase visibility and awareness of the MAP initiatives as a basis for political will and country ownership (Paragraphs 187 & 333). At a practical level greater support needs to be given in priority emerging areas including the ecosystem approach, in view of the approval of basin-wide GES, and to promoting and supporting the work of focal points in mainstreaming the MAP agenda.
395. The strategic objective of the Programme of Work was to ensure predictability in the work of the MAP (Paragraph 28). In this regard the 5-year PoW has provided perspective and guided the work of the MAP components over a six year period. Development of two year programmes with associated budgets have provided for adaptive management and ensured ongoing relevance (Paragraph 389).
396. Discovery of the MAP financial deficit in 2010 (Paragraph 340) combined with the ambitious programme budgets has undermined the 'certainty' that was supposed to result from the development of a five-year programme and has compromised its delivery. The EUR 38,856,000 budget of the 5-year PoW comprised 34% MTF/EC funds that were considered to be secured, and 66% external funding (Paragraph 334). Additional MTF and EU funding for human resources and operational costs is included in the overall approved biennial budget but not in the PoW budget.
397. The necessary reduction in MTF payments as part of the deficit recovery plan, together with the pragmatic decision to prioritise operational costs payment, led to reductions in activity allocations as well as uncertainties in the amount and timing of income for RAC components. The latter affected planning and delivery of activities, effectively truncating the delivery period in each biennia. Associated shortfalls in programme delivery and – somewhat ironically – in expenditure – have been exacerbated by staffing reductions and slow recruitments.
398. There has been significant mobilisation of external resources in the programme period including through three major UNEP projects approved in 2012 (SWITCH-Med, ClimVar & ICZM and EcAp) and through 'parallel' projects and funding managed by the RACs.
399. It has not been possible to generate an overall picture of income and expenditure during the period covered by the evaluation since UNEP financial records do not include parallel funding raised by the RACs⁷⁵. MTF/EC expenditure on activities from 2010-2013 was EUR 5.4 million, equivalent to 40% of the amount anticipated in the 5-year budget while expenditure on UNEP projects was roughly EUR 10.6 million or 41% of the total external budget⁷⁶. Corresponding percentages for expenditure against the sum of approved 2-year budgets for 2010-2013 are 64% and 28%.
400. The important role played by external funding is associated with risks related to timing, alignment and programme drift (Paragraph 298) as well as high transaction costs associated with project management especially smaller projects (Paragraph 299). Further efforts to implement the approved resource mobilisation strategy (Paragraph 350 & 352) and apply governance provisions regarding programme alignment could help resolve these issues (Paragraph 300). A number of the recommendations in the Section 6.3 have been designed to reduce these risks.
401. On the plus side, measures to address the deficit reinforced the ongoing effort to increase efficiency and effectiveness in the MAP system reform and MAP is now better positioned to meet future challenges. The financial situation of the MAP is expected to improve in the immediate future with establishment of an operational reserve, increased ordinary contributions, and commitment to more timely payments.

⁷⁵ Except MED POL

⁷⁶ Figures for project expenditure are indicative in view of the use of a single biennium exchange rate.

402. The Bureau raised two strategic issues in relation to the deficit that remain largely unresolved. The first was the question of prioritisation of activities as a means to limit the effects of funding shortfalls on PoW delivery. While simple prioritisation of activities would certainly guide allocation of MTF resources and fundraising activities in the short term, views remain polarised regarding the wider question of the scope of work and whether this should be tailored to available resources (Paragraph 95 & 295). The second was the question of how to improve the ratio between administrative and programme costs (Paragraph 263). The situation worsened in this regard in 2012-2013 with activities accounting for just 26% of MTF expenditure,
403. With regard to programme management and oversight, the financial situation has overshadowed implementation in the current two year PoW and has taken up considerable time and effort on the part of the Coordinating Unit and MAP governance bodies, with emphasis on budgetary rather than programmatic issues.
404. The limited personnel numbers in the Coordinating Unit (Paragraph 358) combined with its broad role means the approach to programme coordination and oversight has been largely calendar-driven with limited scope to be responsive let alone proactive in the approach to programme management (Paragraphs 303 & 304). Capacity shortfalls in the Coordination Unit and MED POL were expected to be resolved by approval of the revised Coordinating Unit staffing proposed to COP 18⁷⁷. Failure to increase ordinary contributions will continue to compromise the effectiveness of PoW delivery including as a result of shortfalls in staffing.
405. The evaluation identified particular weaknesses with programme monitoring and reporting reflecting structural issues with programme design, including poor definition of outcomes and indicators (Paragraph 369) and the large number of activities and expected results (Paragraph 99). With regard to programme design and approval, there is a need to strengthen the engagement of Contracting Parties in the design of the programme through consultations at an early stage and to streamline the approval process which at present requires preparation of PoW many months in advance of the Conferences of Parties (Paragraph 279). There is also scope to strengthen linkages between compliance reporting and programme design in order to focus PoW efforts on areas where delivery at the national level is weaker (Paragraph 380).
406. The development of the PoWs has been associated with the establishment of the Executive Coordination Panel bringing together the heads of all the RAC components and important 'family building' measure within the MAP system that has reinforced the perspective of the PoW as a single PoW rather than a collection of component PoWs.

6.2. Lessons Learned

407. The following paragraphs address lessons in three areas, that are directed towards future phases of the MAP PoW and/or towards other large programmes working with or considering delivery through a networked structure.

A. Programme Design and Reporting

408. The extremely detailed nature of PoW planning and large number of activities and expected results combined with the very limited reporting on targets has made it difficult for managers and stakeholders alike to track and get a clear overview of PoW delivery. This is associated with difficulties in providing strategic advice on programme direction as well as onerous reporting requirements on RACs. Similarly, the paucity of outcome indicators and limited perspective on programme expenditure makes it difficult to gauge overall effectiveness of the PoW.
409. The lesson and challenge for the next programming cycle is to establish a reporting system that better balances the need for accountability to Contracting Parties with a strategic perspective on programme performance and effectiveness. The recommendations in the

⁷⁷ Annex 2 to Decision 21/17

Section 6.3 reflect a need to shift the emphasis on planning and reporting to a more strategic level based on output and outcomes rather than activities.

B. Programme Themes

410. A significant effort was made during the PoW design phase to identify a set of programme themes that would encourage and facilitate integration amongst the MAP Components. This was confounded by the very different nature of the traditional areas of MAP delivery with some focussed on direct responses to threats or pressures on the marine and coastal environment, and others on management approaches, tackling drivers or building increased understanding of the challenges to achieving sustainable development in the Mediterranean basin. In addition, some traditional areas of work are necessarily highly specific and respond to explicit measures and actions derived from the BC and its Protocols, Strategies and Action Plans.
411. Important vehicles for integration have been the EcAp initiative, with progress towards common standards and an integrated assessment, the ongoing review of the MSSD, and the opportunity to pilot a wide range of methodological approaches in as part of larger demonstration initiatives such as the CAMPs and MedPartnership site-based interventions. There is also increasing convergence between the ICZM and adaption themes with ICZM likely to prove a core approach for adaptation in coastal areas. This does not in any way diminish the relevance or value of more isolated interventions linked to the BC and Protocols. At the same time the ECP meetings have helped bring the RACs closer together and identify area of interest for collaboration.
412. A lesson for the next stage of the PoW is to recognise that integration is as much about a process as a destination. This implies reinforcing team building initiatives in support of the PoW including strengthening the function of ECP as a rallying point around the joint ownership and delivery of the PoW, and to reinforce other collaborative initiatives such as joint thematic focal points meetings where appropriate.

C. MAP Structure and Regional Activity Centres

413. It is beyond the scope of this evaluation to undertake a comprehensive review of or make recommendation on the MAP delivery system. Nevertheless, this evaluation has highlighted a number of issues and lessons of relevance to other programmes considering a networked delivery mechanism, including other Regional Seas programmes.
414. MAP's Regional Activity Centres have contributed substantially to delivery of the PoW and wider delivery of the MAP with their expertise, access to networks, influence, reputations and credibility representing major assets for the MAP system. However the cost of maintenance of the RAC structure represents a significant and largely fixed component of the MTF budget. This has steadily increased in line with inflation over the past decade, a period when the MTF income has itself been frozen. Expenditure on fixed costs for staffing and operations accounted for roughly two thirds of the MTF/EC budget by 2010-2011⁷⁸. The issue became critical during the period covered by the evaluation in view of the necessary and timely implementation of the deficit recovery plan, against the backdrop of a difficult fundraising climate.
415. A straightforward lesson for Regional Seas and other programmes considering the establishment of a permanent networked delivery mechanism in order to leverage expertise and increase effectiveness, is to take a prudent approach to the level of locked-in operational costs and to develop a flexible delivery system that can adapt rapidly to changes in the financial climate while ensuring institutional stability. This has implications for the hosting arrangements of networked delivery centres.

⁷⁸ As a result of rising costs in a context of frozen ordinary contributions from 2004

6.3. Recommendations

416. The following section elaborates on recommendations related to six themes.

A. Programme Development and Design

417. The following recommendations address programme development, design and approval. They are complemented by recommendations on programme monitoring, reporting and oversight under programme management. The recommendations reflect the strategic guidance in Decision IG.21/13 regarding development of a six-year Mid-Term Strategy (MTS)⁷⁹.

- i. Better articulate the MAP monitoring system and programming functions based on the guidance set out in Decision 17/5 (Governance paper) including by integrating findings of major assessments into the development of MTS of 2016-2021 and consideration of the results of compliance reporting into biennial programmes of work (Coordinating Unit, ECP).
- ii. Conduct consultations with National Focal Points and Thematic Focal Points during development of the MTS particularly with regard to definition of outcomes at the national level (MAP Components).
- iii. Reinforce results-based planning in the MTS and biennial PoWs including by a clear definition of expected outcomes at the regional and national level and with consideration of the rationale for each intervention (how it will alone, or in synergy with other interventions, make a significant contribution to the expected outcome)(Coordinating Unit and all MAP Components).
- iv. Develop and monitor progress towards SMART⁸⁰ outcome indicators, including through development of baselines where required (Coordinating Unit and RACs)
- v. Streamline the approval process for the two year PoW (Coordinating Unit in consultation with Bureau).

B. Programme Management

418. The following recommendations address programme management, including programme oversight and reporting

- i. Establish a prioritisation system as part of the PoW planning and review priorities on an annual basis (based on a set of clear principles and criteria)(Coordinating Unit, ECP).
- ii. Ensure activities in RAC MTF/EC Project documents are aligned with PoWs and that activities can be readily mapped on to the approved PoW for reporting and monitoring purposes (Coordinating Unit and RACs).
- iii. Reinforce the role of the Bureau in reviewing PoW progress including with an annual discussion on implementation and funding issues (Coordinating Unit, Bureau).
- iv. Compile expenditure data by output or outcome, including all parallel funding used in support of PoW activities, in order to be able to generate a complete picture of expenditure on the PoW with a view to gauging effectiveness (Coordinating Unit, RACs).
- v. Streamline reporting requirements with a six-monthly focus on implementation issues and an annual focus on performance (including reporting against progress indicators and targets, outcome indicators) (Coordinating Unit, RACs).
- vi. Encourage use of the PoW matrix as a programme tracking tool by individual MAP components including a quarterly internal review involving all programme staff within each Component (e.g. linked to regular staff or work planning meetings)(MAP Components)
- vii. Simplify reporting to the Bureau, Focal Points and COPs with a focus on performance reporting at the level of output targets and on outcome reporting,

⁷⁹ Annex II. Measures to strengthen Barcelona Convention/MAP Governance and Management

⁸⁰ Specific, measurable, attainable, relevant and time-bound

C. Cash Flow

419. The following recommendations are designed to minimise the effects of uncertainties regarding the amount and timing of MTF and external funding received by RAC components on planning and delivery of programme activities (Paragraph 397):

- i. Reinforce application of the established guidance on timely payment of ordinary contributions and the establishment of a reserve.
- ii. Develop and approve clear operational guidance regarding use of the operational reserve to secure implementation of programme activities at an early stage in the biennium building on the revised Rules and Procedures adopted at COP 18.
- iii. Schedule activities in biennium work plans with a perspective towards timing of MTF and external funds availability, including consideration of inception periods for major approved projects.

D. Resource Mobilisation

420. The following recommendations are oriented towards large projects (appropriate threshold to be defined) particularly projects involving direct actions at a national level and projects involving two or more MAP components.

- i. Review and prioritise recommendations in the approved Resource Mobilisation Strategy and develop an action plan for Bureau approval (Coordinating Unit, ECP)
- ii. Consolidate the Coordinating Unit role in tracking and where necessary coordinating and facilitating project applications for PoW aligned work (Coordinating Unit, MAP Components)
- iii. Seek Bureau approval at an advanced concept stage for larger projects that are not PoW-aligned, in line with the provision in Decision IG.17/5 (Governance paper). This is particularly important where projects have significant cofinance, staffing and support requirements or involve activities at the country level (MAP components, Coordinating Unit, Bureau)
- iv. Encourage adequate consultations with national stakeholders during project development in liaison with National or Thematic Focal Points (MAP Components)
- v. Fully account for staff time in all project budgets and seek to recover costs on staff time where possible in order to i) avoid MTF funds being used to subsidise other projects without being recognised as cofinance and ii) reduce the financial burden of administration costs on MTF funds (MAP Components). Recovered funds should be used to reimburse MTF contributions to staff costs and recovered MTF funding reallocated to activities.

E. Delivery at the National Level

421. The following recommendation reflect that a shift in programme emphasis from delivery of outputs to achievement of outcomes places requires a corresponding emphasis on tackling constraints to uptake of PoW approaches at the national level (See also recommendations Ai & Aii above).

- i. Work with National Focal Points to identify constraints to uptake and magnification of PoW deliverables at national level and to develop immediate and longer term strategies to increase the effectiveness of the PoW (Coordination Unit with Focal Points),
- ii. Undertake more systematic reviews of capacity needs, and reinforce technical assistance accordingly including though working with appropriate partners (MAP Components with Focal Points)
- iii. Translate key guidance documents and summaries of assessments into additional Mediterranean languages (MAP Components) and allocate necessary financial resources in the PoW and Budget, and in project budgets.

F. Coordinating Unit Capacity

422. The evaluation findings (Paragraph 404) have reinforced the importance of implementing the recent Decisions and proposals to reclassify the professional staff component of the Coordinating Unit, including with a senior officer supporting the Coordinator in overall Programme of Work programming, planning and monitoring for the whole MAP system (Decision IG. 21/17 Annex II).

423. Realisation of the revised schedules of ordinary contributions set out in Decision IG. 21/17 is a prerequisite in this regard.

Annexes

1. Response to stakeholder comments received but not (fully) accepted by the evaluators
2. The Evaluation Terms of Reference
3. List of interviewees
4. Evaluation programme
5. List of documents reviewed / consulted
6. Summary of questionnaire responses
7. Summary of delivery against output indicators and targets
8. Summary of financial Information
9. Brief CVs of the consultants

Annex 1. Response to Stakeholder Comments

This annex summarises the response to stakeholder comments received but not (fully) accepted by the evaluators

Comments Received on the Review draft circulated by the EO in January 2015 – Status as of 3 March 2015

Text in black shows overarching or specific comments provided in emails; text in blue shows specific comments made in the text using the comments function; track changes comments are not included in this table but were generally accepted / treated in line with styles adopted in the report (use of capitals etc)

Shaded cells are those where comments that have not been addressed, either as the point is considered to be sufficiently addressed in the report or because the evaluators consider that the original formulation remains valid.

Review Comments Received	Consultant Team Response
Coordinating Unit including Projects	
Kumiko Yatagai Administrative / Fund Management Officer UNEP Barcelona Convention Secretariat Coordinating Unit for the Mediterranean Action Plan Please find enclosed my comments on the draft Evaluation report for the consideration by the Evaluators. I made comments in paragraphs 324 (322) It is rather SPA/RAC which had a low implementation rate than BP? 336 Expenditures have been regularly reported to the COP through the MAP Focal Points meetings and in the recent years to the Bureau in Specific Issues doc. Formal reporting is done to the MAP FP for the biennium which is closed and audited. The examples of reporting to the Bureau and the MAP FP are provided in the email. 337 Editorial corrections 338. This post was not included in the budget proposal due to the budget constraints, therefore was not approved by the COP. The approved posts are 1. Socio-economic activities officer and 2. Pollution officer and downgraded 3. Monitoring officer. It may not be relevant to write things which are no longer on the table I am afraid.	Figure 8.3 indicates low expenditures on activities by BP/RAC and PAP/RAC in 2012-2013. Text modified accordingly. These expenditure reports were not available for the evaluation and the evaluators understood that expenditure was not reported since there was not requirement to report. However we are grateful for the expenditure report made available. The suggestions (reference to an additional vacant post) are superseded by comment by T Hema The status of Annex two is now reflected as having been proposed but not adopted. The evaluators had understood the staffing arrangement in Annex 2 was a longer term proposal as indeed it does not match the budgeted posts. We prefer to refer to staff morale than psychological affects concerns

Review Comments Received	Consultant Team Response
339 Editorial changes 340 It was not clear what it means by “associated with differences in understanding of procedures between UNEP MAP and UNEP Nairobi. There was no difference or deviation in the procedure. 381 Unfortunately so far, there is no prospect to have the ordinary contributions increased at this stage. Could the report indicate that the increase in the contributions is necessary for the financial sustainability beyond deficit recovery? 399 There is a clear guidance in the Financial Rules and Regulations procedure 3. Which states: 2. Within the above trust fund there shall be maintained a working capital reserve. The purpose of the working capital reserve shall be to ensure continuity of operations in the event of a temporary shortfall of cash as well as to provide for potential losses on exchange. Drawdowns from the working capital reserve may be authorized by the Executive Director and shall be replenished from contributions, or gains on exchange, as soon as possible. The level of the working capital reserve shall be determined by the Conference of the Parties by consensus, bearing in mind the desirability of bringing its level to the recommended UN rate of 15% of the average annual budget for the biennium, inclusive of programme support costs, as rapidly as possible. Since two-thirds of the budget goes to operational costs, no substantial activities can commence unless the system secures an adequate proportion of salaries/operational costs at the beginning of each fiscal year, i.e. early payment of contributions as required in the financial rules and regulations are the only solution for MTF/EU discretionary funded activities. 400 Why the recovered costs should go to activities while the burden is on the admin costs? There should be a systemic way of recovering admin costs and if necessary have admin costs included in the direct costs of projects.	over job security; this is balanced by references to perseverance of staff. Editorial suggestions accepted though there is some evidence of different understandings of procedures between MAP Senior Management and UNEP affecting recruitment in the past. A sentence has been added regarding to concerns about PoW effectiveness in the event of failure to mobilise increased contributions which are indeed considered necessary. The intention of this recommendation is to build on these Rules and Regulations to better specify that funds can and should be allocated to programme activities (in the face of potentially competing understandings of propriety to guarantee continuity of operations). Timely payment of contributions is emphasised in point i of this recommendation. At the same time, work planning can take possible delays into consideration based on past experience and avoid scheduling costly activities at the start of a biennium/ avoid being overambitious as to timing to project funding. Final sentence clarified. Recovered costs should go towards staff costs currently covered by the MTF. Savings on the MTF can in turn be allocated to activities thus improving the ratio between activity and operational budgets.

Review Comments Received	Consultant Team Response
401 It is easy to say but translation into languages require a lot of financial and human resources that is the reason why only key docs have been translated in to multiple language as per the Rules of Procedure of the Barcelona Convention. 402 The P5 post is currently incumbered by Mr. Habib el-habr who is performing the duties of the post. Related paragraph 336, I am attaching example of reporting to the COP and the Bureau.	This is mainly concerned with technical documents and should be included in relevant activity budgets and projects. This sentence is clarified so that it refers to the decision and proposals since the proposed staffing in Annex 2 to Decision IG.21/17 was not actually adopted. Noted.
Virginie Hart, PhD, Mediterranean Marine and Coastal Expert Strategic Partnership for the Mediterranean Sea Large Marine Ecosystem (MedPartnership) Attached ...minor comments to the draft evaluation report. The evaluators, especially Ms. Humpheys were well briefed on the MedPartnership and ClimVar & ICZM projects and as presented the results of these projects in the context of the POW clearly. The report is clear, thorough and well written. In text comments (paragraph numbers of first draft 8. Implies the status of MEDPOL has changed, which is not correct. Check language with T.Hema, but MEDPOL has always been part of the CU. 9. Believe Palestine is now used rather than Palestinian Authority. 25. Which report? Some issues are missing below. i.e. solid waste Table 3. 15 & 16th Contracting Parties (COP 15 and 16) called for UNEP/MAP to coordinate on climate change. Almeria declaration (COP 16) states <i>“Implement effective coordination to ensure the integration of climate change issues into development policies with the aim of achieving the Millennium Development Goals and the objectives of the MSSD, and ensure the strengthening of cooperation for the</i>	See response above (Tatiana Hema) Corrected The citation (UNEP/2012) referred to the State of Environment report – now referenced in footnote The table column on developments during the course of the PoW has been replaced by a paragraph

Review Comments Received	Consultant Team Response
<i>sharing of experience in the field of surveillance (early-warning systems) and the development and implementation of adaptation and risk-management strategies".</i> 63 . Mandate of each center is a sensitive issue, linked to past COP decision and support by host country. As this is not under the mandate of the Evaluation, perhaps such comments are not needed. Suggest removal. However recommendations on improving cooperation's and collaborations is useful. 64. How many people answered the questionnaire? 68. Why specifically this is would be interesting to know. Climate change in reality will impact non EU countries more. Perhaps it is simply because Governance issues are so critical especially in this period to many countries, that it is flagged so high...not because climate is not regarded as important. 69. Perhaps there is a perception issue that MAP could work on? 87. Jan 2013 Communication Officer recruited for MedPartnership who is also supporting UNEP/MAP 199. To correct. (Place names) 200. 7 MPA management plans completed in Algeria (Taza National Park), Croatia (Telascica, Lastovo, Kornati and Brijuni), Tunisia (Cap Negro-Cap Serrat) and Turkey (Kas-Kekova). The Mljet management plan will be finalized in late 2014). In 2011, the Libyan Ministry of Agriculture, Animal and Marine Wealth has declared the Ain Al-Ghazala coastal lagoon and its facing Elba Island as a Marine Protected Area (Decision No2_ Year 2011 of 17 January 2011). Management Unit in Cap Negro-Cap Serrat established.	This issue related to relevance / changing institutional context was raised by REMPEC and by other interviewees Up to 41 responses to substantive questions; up to 40 on a majority of substantive questions. Now mentioned in methodology section as well as in the annex. The number of responses per question varied. Unfortunately the questionnaire survey did not provide systematic data on this point Perception: Potentially yes. The responses to multiple choice questions on relevance represent the opinions of key informants. Comms officer: Noted in Comms section Place names: Change made Paragraph expanded with regard to number of MPAs
RACs & MED POL	

Review Comments Received	Consultant Team Response
Zeljka SKARICIC, Director Priority Actions Programme Regional Activity Centre (PAP/RAC) Thank you very much for sharing the draft report with me. I am really pleased with this opportunity to contribute to the finalisation of the demanding task that the two consultants have had in front of them. I take this opportunity to congratulate them for the job done so far. I have introduced some additional information and comments directly in the text of the report that you will find in attachment. Here, I would like to comment in more detail on the statements made in the paragraphs 307 and 341, as I believe they are not entirely correct and deserve some additional explanation. <u>Paragraph 307:</u> I wonder on what exactly are based the “perceptions of bias towards implementation activities in the host country by SPA/RAC and PAP/RAC”, at least when it comes to this Centre? If nothing else, it is enough to look at the map with CAMP projects to see that the geographical distribution of our activities is more than even throughout the Region. It is only after 25 years (since the Croatian CAMP) that Croatia has gotten the opportunity to host a slot of activities led by PAP/RAC within the GEF projects. Among others because, from all the GEF eligible countries invited to do so, Croatia was one of only two countries that expressed interest in hosting these activities and gave guarantee to provide the data needed. In brief, Croatia has never and in no way influenced the programme of work or functioning of PAP/RAC. On the contrary, it has always been very happy with and supportive of the regional role of the Centre. I am commenting this on behalf of PAP/RAC but, once the report becomes public, I am sure that the country will have a strong objection on this statement, which has to be justified and based on concrete criteria instead on perceptions or assumptions.	The report reflects that these are perceptions of bias that emerged in interviews rather than evidence of bias. Perceptions are reflected in the evaluation report in a handful of places where these views have been repeated in different contexts but have not been fully substantiated based on evidence seen in the evaluation. Specific studies undertaken in the Croatian context that may give rise to these perceptions are a Socio economic study for Croatia marine and coastal strategy and two legal studies

Review Comments Received	Consultant Team Response
<u>Paragraph 341:</u> It is true that a majority of RACs' staff is recruited locally. In the case of PAP/RAC, out of 8 professional staff members (Financial Officer included) 6 are Croatian nationals, which is more or less the situation in all RACs. However, in all CAMP projects (on average 2 per biennium) we engage for the entire duration of the project (2.5 – 3 years) national project coordinators to work full time for PAP/RAC and UNEP/MAP in their countries, and whose monthly salary is equal to the salary of the Programme Officers sitting in PAP/RAC premises in Split. So, I believe that it is correct to consider this fact as well while discussing how to “build teams with a regional representation and outlook”. I remain at your disposal for any further information and clarification. In text comments Paragraph 80/ 83/ 97 /98 / 179 / 183 / 184 / 195 / 198 / 290 / 297 / 301 / 304 Annex 3. How comes that NFPs from only two CPs were interviewed? Did the others provided their input in written?	This is now reflected in the report Various editorial changes and additions considered. Some detailed additions have been summarised in the place suggested or elsewhere in the report. These sections are intended to be illustrative not exhaustive. NFPs (also referred to as MAP focal points in the report) were invited to respond to the survey and were offered follow up interviews. Nine NFPs responded to the survey representing eight Contracting Parties. Representatives from three different Contracting Parties were interviewed.
Tatiana Hema UNEP Barcelona Convention Secretariat Coordinating Unit for the Mediterranean Action Plan Many thanks for sharing the draft report with me. I read it with pleasure. It is a very serious effort to deliver such a draft in a relatively short time. Having said that, I do have a considerable number of comments and some suggestions. I reviewed the draft report and put my comments in the concerned paragraphs. Some of them may require some discussion with both consultants or provision as appropriate of additional information for them to review. As I said, my intention is to help the evaluators with my views but of course it is for	

Review Comments Received	Consultant Team Response
them to take my suggestions into account or not. The focus of my comments is mainly the MEDPOL work. However I suggested here and there further consideration of some paragraphs of the report which address over all MAP wide system issues that in my view deserve some more considerations. Remaining at your disposal, I am ready to provide additional information on the deliverable of MEDPOL annex, as need be. .. In text comments . Para 9. There are also focal points for different Protocols of the Barcelona Convention. There isn't any thematic focal point appointed yet. Para 26. There is some confusion. MAP had from the very beginning a strong component on integrated planning that was further developed towards sustainable development and ICZM. The 1976 Barcelona Convention at first was focused only on pollution and addressing it from a sectorial point of view. In 1995 the Convention was adjusted accordingly to be in line with the MAP phase II Para 42 I kindly recommend to slightly rephrase these two paragraphs pointing out that MEDPOL Programme and 6 Regional Activity Centres Paragraph 43 can be deleted or rephrased as follows: 5 out of 6 Regional Centres are national centres with regional vocation; REMPEC is co-administered by IMO and UNEP while MEDPOL programme is administered by the Secretariat. Para 43. I kindly recommend to delete this paragraph. MEDPOL has always been administered directly by the CU (Secretariat).	Revised as this change has not yet been implemented, though some questionnaire respondents self-identified as thematic focal points This basic background text is based on the description on the MAP website http://www.unepmap.org/index.php?module=content2&catid=001001002 "Although the initial focus of the MAP was on marine pollution control, experience confirmed that socio-economic trends, combined with inadequate development planning and management are the root of most environmental problems. Consequently, the focus of MAP gradually shifted to include integrated coastal zone planning and management as the key tool through which solutions are being sought." List revised to include 7 components instead of list of 6 RACs plus separate reference to MEDPOL. Paragraph deleted as MEDPOL is now covered in the previous paragraph. The description has been modified in response to this and another comment since the level of detail presented is not required. The description of MEDPOL having been more integrated into the Secretariat since COP 18 comes from the evaluation TOR. There is some evidence supporting a change in status. MED POL positions and associated budgets were shown for the first time as part of the

Review Comments Received	Consultant Team Response
Para 44. Redundant paragraph (List of Parties)	Coordinating Unit in the 2014-2015 PoW – having previously been presented as a separate table. Pollution officers are included as part of the (proposed) Secretariat staffing in Annex 2 to the same Decision (IG.21/17). It was also reported in one interview that MED POL had now become part of the Secretariat and that this was a source of increased (cost) effectiveness. There is overlap from the introduction but it remains appropriate to refer to Contracting Parties under implementation arrangements.
Para 58. It is difficult to understand this paragraph.	Two words removed
Para 59. In my humble opinion it is advisable to avoid using this terminology. The PW was adopted by the parties and it is always better to suggest improvement for the future than giving the impression of criticizing the current PW	It is appropriate to be critical and to identify weaknesses in an evaluation. Identified weaknesses may not have been evident at the time the plan was adopted.
Table 3 – ongoing considerations (pollution section) should be completed. The picture is not accurate: Decisions on POPs phase out and or elimination; Decision on NAP update (Declaration); COP Declaration, etc Questionnaire responses on relevance. I strongly recommend to avoid this kind of discussion and make the distinction among different priority themes which is more relevant. The priority themes have been adopted by COP and again if the evaluation should make any recommendation this should be for the future PoW and in a very prudent manner. In addition the number of FP asked is only five mostly from two parties!	The information provided was accurate. The information on policy developments is now included in a paragraph instead of table column. Individual thematic decisions are addressed in Section 4 of this report. This section of the report summarised the responses on relevance from the 41 respondents to the questionnaire survey from 19 national Contracting Parties (9 MAP focal points representing eight countries, RAC focal points)
Paras 83, 84, 89, 122-124, 151, 171, 183, 196 (MED POL deliverables/ influence) and 337 (MED POL Staffing) .	Additions and editorial suggestions addressed though not all additions were included owing to space limitations.
Para 86. I recommend to delete the last sentence of this paragraph. Paragraph 218. As far as I know, there is no decision taken on this matter. Establishing thematic focal points instead of component focal points may weaken the system and the competencies required are different within one theme. Paragraph 260. This paragraph is wrong. The Bureau ToRs adopted in 1995 had clear mandate on programming. The new decision of the last COP 18 renewed this mandate. I can send the ToRs of the Bureau approved in 1995.	The sentence provides an example of where the Coordinating Unit had to fill in for INFO/RAC and is appropriate. See Decision IG.21/9 “<i>The current MAP Components Focal Points system will be refocused into Thematic Focal points so as to promote an integrated and coherent approach in the implementation of the Convention, its Protocols and the Programme of Work, generate system-wide interest and optimize costs while avoiding fragmentation.</i>” The paragraph refers directly to the 2008 and 2013 Governance Decisions. Added that the guidance provided by the Bureau is ‘in line with its 1995 ToRs’

Review Comments Received	Consultant Team Response
Khalil ATTIA, RAC/SPA Director Please find, attached, some additional comments on track from RAC/SPA. In text Comment Para 355. Based on this, monitoring should be used to adjust the activities of the next period. Has this happened? Also, are clear baselines included? I haven't read about it in this document Para394 & 395. This comment may become misleading. The real explanation of such high rate is not overstaffing or bulky cost of staffing. Depletion on funding along the years did not allow to increase much funds for activities while staff was fired or overcharged with direct work for their implementation; at the same time that vacant posts fulfilling were frozen or eliminated. A clear reflection on the too lengthily freezing of budget increase for the Convention functioning along decades in spite of its increased role in the region along the years is lacking here. In the same way, this reflection (Para 395) should be revisited Para 398. Include what type of evaluations should take place and when, to ensure progress towards the targets	Editorial changes addressed apart from extensive additions to table 3 that are summarised The need for better articulation of monitoring/reporting and planning is a theme that runs through the report sections on adaptive management, monitoring and reporting, and recommendations. A footnote has been added to note the specific MAP context of frozen contributions noted higher up in the report. However, this issue of fixed and potentially increasing costs remains relevant for other networked delivery contexts – particularly those depending on contributions subject to only periodic review - and the text on wider applicability of the lesson has been retained. The question of ongoing evaluation was addressed in a recent COP Decision that was discussed at the latest Bureau Meeting with regard to how best to achieve meaningful timeframes in the context of the BC cycle. There are therefore no specific recommendations in this regard.
Enrique de Villamore Martín Director, Regional Activity Centre for Sustainable Consumption and Production Thank you very much for sharing with us the draft Evaluation Document on MAP's Programme of Work for 2010-2014 and giving us the opportunity to provide you with our comments and suggestions. Congratulations for the work done in drafting a very comprehensive and complex but well structured document. Kindly find below the following comments that complement and add to the ones you will find in the attached Evaluation document: - The document indicates a low rate from the surveys undertaken with regard to the relevance of SCP in the framework of MAP and the Barcelona Convention (refer to paragraph 65 and Figure 1). As we have indicated in the attached document, that rating reflects important divergences with several MAP official documents in which	This contradiction is reflected in the report. A simple Lickert scale was used for relevance at national level, regional level, and with regard to the MAP mandate. There were no more

Review Comments Received	Consultant Team Response
countries reaffirm the importance of SCP to implement the BC and its Protocols as well as the mandate that MAP is to play. In that sense, in order to better understand that rating based on the surveys, would it be possible to receive the questionnaires template? That would help us very much to better understand the rating criteria. Likewise, we look forward to receiving an updated draft of the document including <i>Annex 6 on the Results of the Questionnaire Survey to MAP and RAC Focal Points</i>. Related in text comments Para 69. Does this percentage result from an aggregation of the direct interviews and the questionnaires? Para 70. Were the respondents asked on how important they thought was actually the implementation of SCP tools (eco-efficiency, eco-design, green public procurement, eco-labelling, green businesses, life cycle thinking, etc) in the prevention of pollution by human activities? The way in which questions are made can provide very different answers and corresponding ratings. - Concerning Chapter 4.2 on Achievements of Outputs we would request to review paragraphs 133 to 139 to better reflect the activities under the Theme SCP, which were mostly developed by SCP/RAC. In case it may be useful we enclose a document listing most of the activities developed by the center per year under the evaluation period (2010-2014) and including workshops, conferences, studies, reports, methodologies, etc. The document can be summarized as follows: - 113 workshops, trainings, conferences on these thematic: cleaner production, green competitiveness, olive oil waste management, green public procurement, green and sustainable events, Eco design, IPPC, green banking, green finances, green entrepreneurship, sustainable consumption and production, carbon emissions, sound management of chemicals, Pops, Mercury, Life cycle analysis, BATs and BEPs, green economy, circular economy, ecotourism, eco innovation, marine litter. - 29 Memorandums of Understanding or of Agreement (MoU / MoA) signed with different organizations including most Cleaner Production Centres from	detailed criteria for relevance - ratings are essentially dependent on respondents' understanding of the word, relevant (applied at three levels). See Annexes for details on the survey questions and responses. The percentages reported under the heading, questionnaire responses on relevance are all derived from the survey. Interview questions were more open-ended and respondents were not asked to rate relevance. No, it was not possible to go into this level on detail on a questionnaire spanning six themes. Relevance questions were at the level of six themes, performance questions at the level of 14 PoW outputs. The phrasing used for each factor was that in the PoW. The section is organised by activities/expected results set out in the PoW and by biennium and does not include the full range of external project activities if these were not reported against PoW activities/results. The main sources were progress reports to the Bureau to mid 2014, RAC self assessments, and RAC half-year progress reports where applicable (not SCP/RAC) and other sources including websites (particularly for the second part of 2014). Additional deliverables mentioned here and in editorial comments on in the text have been considered. However it is difficult to fully map the information presented against the biennial PoW templates used to structure this section. Some of the points below are now reflected in other sections of the report including communications/outreach (training, confs etc), MoUs (partnerships), and project/EXT funding (financial management).

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Mediterranean developing countries, Civil Society Organizations (MIO, Red Cross), relevant United Nations related Institutions (UNITAR, UNESCO Chair on Life Cycle Analysis), Financial Institutions (IFC, Febea) and Research Organizations (CSIC, RECETOX, Spanish National Technological Center for Mercury Decontamination). - 43 studies, guides, national and regional plans, toolkits and methodologies. - 2,990.000€ raised from external funds from relevant funding programmes (GEF, Stockholm Convention SGP, ENPI CB/MEP, FP7, DEVCO) We also hope the attached document on SCP/RAC activities can provide you with complementary information through which you can update <i>Annex 7. Summary of Delivery against PoW Output Indicators and Targets</i> Para 214 (& 237). It is important to stress that the success of the implementation of TEST-Med by UNIDO has helped generate substantial funding to upscale TEST-Med through SWITCH-Med. Likewise, SCP/RAC has also raised substantial funding through SWITCH-Med to develop a Programme to train and support Green Entrepreneurs and Civil Society, to develop pilot activities on SCP and to coordinate a Networking Facility on SCP for the Mediterranean. All those activities (TEST-Med, Pilot Actions, GE (CS, NF, etc) are included under the Demonstration Component of SWITCH-Med. UNEP/DTIE is also involved in the development of Pilot actions. The EC provides the funding to each implementing partner through a contract with UNIDO who then has contracted SCP/RAC and UNEP/DTIE to develop the activities that they have been assigned to carry out by the EC based on their experience and mandates. Thus both organizations report to UNIDO as main contractor with the EC for the SWITCH-Med Demo Component. It is not about leaderships of one or other organization but about close collaboration and coordination among partners. Also we would suggest a review of the texts under the above mentioned paragraphs (133 to 139) referring to budgetary figures in order to better reflect the actual funding to SCP actions by SCP/RAC and their sources. As for example the following text under paragraph 135 is confusing: <i>The activity budget was EUR 3.6 million. There was no MTF support to SCP theme in this biennium (foot note: SCP/RAC was fully funded by Government of Spain) and activities depended on secured external funds (EUR 2.88 million).</i> As far as the activities developed by SCP/RAC are concerned MTF funding has not ever been provided in any biennium (2012-2013, 2010-2011, etc).	Similarly the table in Annex 7 has been amended but the reporting in this table addresses only direct contributions to the PoW output indicators Upscaling is mentioned in paragraph 237. The information provided on a specific project and partners' complementary activities is too detailed for this PoW-wide evaluation. This section refers to SCP theme in the PoWs that includes activities by SCP/RAC and other Components. As with all other sections, the budget figures are taken from the adopted PoWs. References to amounts secured can be seen as an indication of the realism of the budgets at the time the plan was adopted. The suggested revisions based on SCP/RAC budgets are not appropriate in this context. Instead we have expanded with a bullet in the finance section on funding mobilised by SCP/RAC.

Review Comments Received	Consultant Team Response
You will see more detailed comments in the attached evaluation document. I'm at your disposal for any further clarification you may need as well as for any further information	
Contracting Parties	
Marijana Mance Policy Officer UNEP/MAP FP /Mediterranean Sea European Commission Directorate-General for Environment Thank you for consulting us on Draft Evaluation Report of the Barcelona Convention/UNEP/MAP PoW and please, find below our preliminary comments to the First draft in blue with the entire quotes of the paragraphs to which they refer in italics. . <u>Para 62</u> – mentions the issues that some of the interviewees questioned whether the activities funded on the basis of external (parallel) funding raised by RACs, including host country contributions, were sufficiently well aligned with the PoW and/or were sufficiently regional in focus. The task of the evaluation would indeed be to try to respond to the issues questioned. Similarly, the expressions of concern of some interviewees are recorded related to the EcAp project, as being EU-driven and questioned whether it was appropriate or timely for non-EU countries, While it is important to draw the attention to and analyse these views, it needs to be remembered, that EcAp is the result of COP 17 and 18 decisions, taken by all of the Contracting Parties and thus represents a commitment to action by all the Contracting parties. A possible implication that could be discussed in the evaluation is that there is insufficient ownership by the Contracting Parties of the COP decisions. <u>Para 71</u> – Do the consultants want to draw any conclusions about the scope of PoW given financial restrictions? Does the debate take place in a realistic context?	Alignment of external funding: The evaluation refers to risks associated with external funding but has looked at delivery from the PoW perspective; it has not looked in detail at parallel funding which has not been systematically addressed in technical or financial reports. EcAp: The report balances the perspectives on EcAP being EU-driven (reported in the section on relevance) with references to Ecosystem approach / EcAp related decisions that were adopted by the COP prior to and during the course of the PoW period. The conclusions include reference to the need for greater support in the context of adopted GES and there is a related recommendation (though not explicitly targeting EcAp) on addressing identified capacity needs. The conclusions note that progress was made in all PoW areas despite the funding shortfall and cash flow issues. We have expanded the conclusions to note that and in retrospect the PoW can be seen to have been overambitious with regard to available resources. At a practical level the recommendations address the need to establish a prioritisation system to address the gap between the programmatic ambition and

Review Comments Received	Consultant Team Response
<u>Para 307</u> – Concerns over INFO/RAC were addressed at the last COP and the evaluators should make clear whether the finding continues to be valid. The allegations about SPA/RAC and PAP/RAC need to be substantiated. Concerns presented in this paragraph are expressed quite strongly and are likely to be politically controversial and influence further negotiations on the status and financing of RACs. Thus it is essential that they be backed up by concrete data and evidence and that any recommendations stemming from them in the evaluation are well justified. Otherwise these concerns could be seen to prejudice the independence of the evaluation and should be omitted. <u>Para 314</u> – Footnote 57 needs to make reference to the relevant COP 18 decision. Do not hesitate to contact me, if there is any clarification needed.	funding at the PoW design stage and in annual planning. The INFO/RAC issue detailed in the cross referenced text in Paragraph 298 (of review draft) and concerns are considered valid. This statement on alignment of work is explicitly referred to as an issue raised by interviewees and questionnaire respondents. The cross-referenced text in paragraph 280 (review draft) similarly refers to concerns raised by interviewees. It was not possible to systematically review work undertaken outside the scope of the PoW (see above comment) but there is limited evidence to support these concerns in PoW reported work (see response to PAP/RAC above). The evaluation refers to this concern in view of the currency that it has gained amongst MAP stakeholders. The evaluators do not consider that their independence has been compromised as a result of their including reference to this perception issue and believe that to ignore it may raise questions of transparency or representativeness. There is no related recommendation in this area. Done
PARTNERS	
Carolina Gonzalez Müller, UNIDO Thank you for sharing the draft report. Just two small comments on my side. - On point 237 (p. 39) please correct that the TEST initiative was piloted in three countries, not four. (They were Egypt, Morocco and Tunisia) - Also, my contact details have changed, it should be: Carolina Gonzalez Müller, c.gonzalez-mueller@unido.org	Corrections made
Anastasia Roniotes	

Review Comments Received	Consultant Team Response
Mediterranean Information Office for Environment, Culture and Sustainable Development (MIO-ECSDE) I have the following to offer on the draft text: - The color coding of annex 7 (table) is not very clear to me (e.g. does it apply to all the columns?). - On a matter unrelated to MIO-ECSDE, I cannot help wondering why the contribution of Horizon 2020 to the implementation of the NAPs revision by MEDPOL in 2014-2015 is not mentioned or considered (perhaps I have missed it?). Furthermore, in 2014, UNEP/MAP became co-chair of the Capacity Building Sub-Group of Horizon 2020, a fact that will considerably help Med environmental EU support (political and financial) and programming be aligned with the MAP PoW. This highly contributes to PoW sustainability considerations. Thank you for the opportunity to contribute further to the process.	The introduction to the table in Annex 7 has been expanded to better explain the colour coding The Horizon 2020 work on NAPs is now mentioned under deliverables, catalytic effects and partnerships (See also feedback from Tatjana Hema).

Annex 2. Evaluation Terms of Reference

Outcome Evaluation of Barcelona Convention/ United Nations Environment Programme - Mediterranean Action Plan (UNEP - MAP)

Five Year Programme of Work 2010-2014⁸¹

A. BACKGROUND AND OVERVIEW

I. General Information

1. Barcelona Convention/UNEP-MAP is recognized as a unique regional environmental legal framework and policy development process. As the guardian of the Barcelona Convention (BC) it coordinates the implementation of the Convention and related protocols. Its historical role in the Mediterranean is well recognized and respected both by the Parties and other key players in the region. It is the key environmental governance structure in the Mediterranean, with an advanced environmental legal framework, a longstanding pollution monitoring programme, a network of focal points in partner countries and a diversified network of regional activity centers that offer their expertise to the implementation of the Convention and its Protocols in the Mediterranean countries.
2. The 16th Ordinary Meeting of the Contracting Parties, which took place in Marrakesh, Morocco in 2009, adopted the first Five Year Strategic and Integrated Programme of Work (2010 – 2014), which has been the main reference to development of biannual Programme of Works to follow (Decision IG.19/17, Annex I). The Five Year Programme of Work was a primer in the Barcelona Convention/UNEP-MAP in two inter-related ways. First, it was the first time that a Programme of Work (PoW) which was traditionally divided by the Components of the Barcelona Convention/UNEP-MAP (the Secretariat and 7 Components) was included in a single integrated strategic framework. Second, the Programme of Work was multi-year, being the frame for the biennium PoW during the three biennia. At the 18th Ordinary Meeting of the Contracting Parties (December 2013, Istanbul, Turkey), the Contracting Parties also requested the UNEP-MAP Secretariat to carry out an external evaluation of that Programme.
3. The Outcome Evaluation is to be launched in 2014 as its results will be an important input into the Medium-Term Strategy for the period (2016-2021) which should be submitted for adoption by the Contracting Parties at its 19th Meeting in 2015.

II. Background

4. Mediterranean Action Plan (MAP) was established in 1975 as the first Regional Seas Programme of UNEP. The Convention for the Protection of the Mediterranean Sea against Pollution (the Barcelona Convention), which was adopted in 1976, and its related protocols represent an advanced regional environmental framework with the following main objectives: to assess and control marine pollution; ensure sustainable management of natural marine and coastal resources; integrate environmental protection into social and economic development; protect the marine environment and coastal zones; protect natural and cultural heritage; strengthen solidarity among Mediterranean coastal States; and contribute to an improvement of the quality of life in the Mediterranean region.
5. Seven Protocols addressing specific aspects of Mediterranean environmental conservation further develop and complete the UNEP-MAP Barcelona Convention/UNEP-MAP legal framework. The seven Protocols are: the Protocol for the Prevention of Pollution of the Mediterranean Sea by Dumping from Ships and Aircraft (the Dumping Protocol) adopted in 1976 and amended in 1995 which is pending only one ratification to enter into force; the Protocol concerning cooperation in preventing Pollution from Ships and, in case of Emergency, combating Pollution of the Mediterranean Sea (the Prevention and Emergency Protocol) adopted in 2002 which entered into force in 2004; the Protocol for the

⁸¹ 18th Meeting of the Contracting Parties (3-6 December 2013, Istanbul) approved the extension of the current Five-Year Strategic Programme of Work (2010-2014) for one additional year (Decision IG.21/17)

Protection of the Mediterranean Sea against Pollution from Land-Based Sources of Activities (LBS Protocol) as amended in 1996 which entered into force in 2008; the Protocol Concerning Specially Protected Areas and Biological Diversity in the Mediterranean (SPA and Biodiversity Protocol) adopted in 1995 which entered into force in 1999; the Protocol for the Protection of the Mediterranean Sea against Pollution resulting from Exploration and Exploitation of the Continental Shelf and the Seabed and its Subsoil (Offshore Protocol) adopted in 1994 and entered into force in 2011; the Protocol on the Prevention of Pollution of the Mediterranean Sea by Transboundary Movements of Hazardous Wastes and their Disposal (Hazardous Wastes Protocol) adopted in 1996 and entered into force on 2008; and, the Protocol on Integrated Coastal Zone Management in the Mediterranean (ICZM Protocol) adopted in 2008 and entered into force on 2011.

6. In 1995 the Barcelona Convention was amended, broadening MAP's mandate beyond marine pollution control to include coastal planning, management and support for the promotion of sustainable development in the regions coastal areas. The amended Convention applies many of the concepts embodied in the instruments adopted by the 1992 Rio Conference such as sustainable development, the precautionary principle, integrated coastal zone management, the use of best available techniques and best environmental practices, as well as promoting environmentally sound technology, including clean production technologies.
7. The 21 countries bordering the Mediterranean Sea and the European Union (EU) are the Contracting Parties (CPs) to the Barcelona Convention. They decide on MAP strategies, programmes and budget at Ministerial meetings every two years.
8. The Secretariat to the Barcelona Convention/UNEP-MAP ('The Secretariat' from now on) performs the following functions for the Convention and the Protocols: representation and external relations; management of legal aspects of the Barcelona Convention; preparation and organization of policy-making and legal bodies meetings; work-programme development and implementation; information and communication; coordination of horizontal issues, policies and strategies; development of regional action plans; compliance monitoring; and, monitoring the assessment of the marine and coastal environment.
9. Six technical Regional Activity Centers, so called MAP components, assist Mediterranean countries in fulfilling their commitments under the Convention and the Protocols: Regional Marine Pollution Emergency Response Centre for the Mediterranean Sea - REMPEC, Malta, for Marine Pollution Emergency Response; Specially Protected Areas Regional Activity Center - SPA/RAC, Tunisia, for Biodiversity and Protected Areas; Priority Actions Programme Regional Activity Center - PAP/RAC, Croatia, for the promotion of Integrated Coastal Zone Management; Plan Bleu Regional Activity Center - PB/RAC, France, for prospective analyses of environment and sustainable development; Sustainable Consumption and Production Regional Activity Center - SCP/RAC, Spain; and Regional Activity Centre for Information and Communication - INFO/RAC, Italy, for Environmental Information Systems. The Contracting parties defined the mandates of the Components by a decision adopted at their 16th Meeting in Marrakesh (2009). The functions of marine pollution assessment and control were carried out by the MED POL Programme which, since COP18 (Istanbul, Turkey) has been more fully integrated into the Secretariat, which is based in Athens, Greece.
10. UNEP-MAP is primarily financed by the Contracting Parties through assessed contributions to the Mediterranean Trust Fund (MTF). Other sources of funding include voluntary contributions from the European Union and its Contracting Parties, Host Country contributions by the countries hosting RACs and the Secretariat, UN organizations, the GEF and other ad hoc donors.
11. The first Five Year Strategic and Integrated Programme of Work (2010 – 2014) has been the main reference to the biennial Programmes of Work for 2010-2011, 2012-2013 and 2014-2015.
12. The 5 Year Strategic Programme of Work outcomes, are structured under the following 6 priority themes (Governance, Integrated Coastal Zone Management, Biodiversity, Pollution Prevention and Control, Sustainable Consumption and Production, Climate Change):
 - **Governance:** Strengthening Institutional coherence, efficiency and accountability; implementation gap filled; Contracting Parties supported in meeting the objectives of BC, protocols and adopted strategies; knowledge and information effectively managed and communicated
 - **Integrated Coastal Zone Management:** Coastal zone management achieves effective balance between development and protection (sustainable development of coastal zone)

- **Biodiversity:** Ecosystem services provided by the marine and coastal environment identified and valued; biodiversity conservation and sustainable use (strategic vision, new objectives in the post 2010 context, including fisheries, ballast, non-indigenous species), endangered and threatened species; network of Marine and Coastal Protected Areas (MPAs), including Areas Beyond National Jurisdiction (ABNJ), extended, strengthened and effectively managed
- **Pollution Prevention and Control:** Early warning of pollution (spills, dangerous/hazardous substances); Lower levels of pollution in the Mediterranean marine and coastal environments
- **Sustainable consumption and production:** Drivers affecting ecosystems addressed; economic activities, patterns of consumption, infrastructure and spatial development more sustainable
- **Climate change:** Mediterranean region able to face climate change challenges through a better understanding of potential impacts and ecological vulnerabilities; reduced socio-economic vulnerability; assess and provide information to reduce adverse environmental impacts of mitigation and adaptation strategies & technologies (e.g. Wind farms, ocean energy, carbon capture and storage)

B. TERMS OF REFERENCE FOR THE EVALUATION

i. Objective and Scope of the Evaluation

13. In line with the UNEP Evaluation Policy⁸² and the UNEP Evaluation Manual⁸³, the Outcome Evaluation of Barcelona Convention/UNEP-MAP Five Year Programme of Work 2010-2014 is undertaken to assess Programme performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and likely impacts (actual and potential) stemming from the Programme, including their sustainability. The evaluation will:
 - i. Review the 5 Year Strategic Programme of Work (2010-2014) of UNEP-MAP with a view to determine the relevance and contribution of the activities carried out to the objectives of the 6 year Programme, the Convention, Protocols, regional strategies and action plans for the purposes of lesson learning and enhancing effectiveness of future Mid-Term Strategies; and,
 - ii. Review the status of the outcomes achieved and the key factors that have affected (both positively and negatively, contributing and constraining) this result.
14. Therefore, the evaluation will identify lessons of strategic and operational relevance for future Programme formulation and implementation and provide recommendations regarding the design and content for the new Medium-Term Strategy (2016-2021).

ii. Overall Approach and Methods

15. The Governance Decision IG.21/13, Annex II, sub-title “Integrated strategic planning process” outlines the requirements of the Contracting Parties regarding the evaluation process. According to the decision, the initial phase of the strategic programming process will be the External Evaluation of the preceding Strategic Plan, which will be the first instance of consultation with the Contracting Parties, MAP Partners and other external relevant actors.
16. The Outcome Evaluation of UNEP-MAP Five Year Programme of Work 2010-2014 will be conducted by independent consultants under the overall responsibility and management of the UNEP Evaluation Office (Nairobi), in consultation with the Barcelona Convention/UNEP-MAP Secretariat (Athens, Greece) and with the Bureau of the Contracting Parties to Barcelona Convention as the Evaluation Advisory Group as described in Annex 7.

⁸² <http://www.unep.org/eou/StandardsPolicyandPractices/UNEPEvaluationPolicy/tabid/3050/language/en-US/Default.aspx>

⁸³ <http://www.unep.org/eou/StandardsPolicyandPractices/UNEPEvaluationManual/tabid/2314/language/en-US/Default.aspx>

17. The outcome evaluation will include the following key activities:

- Inception - Evaluation design and workplan
- Desk review of existing documents
- Briefing with UNEP-MAP Secretariat and MAP Components
- Interviews with UNEP-MAP Secretariat, Components and members of the Bureau of Contracting Parties⁸⁴
- Questionnaire to Contracting Parties, MAP Partners and other external relevant actors
- Consultants country visits (one EU, one non-EU and beneficiary of technical assistance)
- Drafting of the evaluation report
- Preparation of a Presentation summarizing the key evaluation findings for the debriefing with the Secretariat, Bureau Meeting
- Debriefing with UNEP-MAP Secretariat
- Finalization of the evaluation report (incorporating comments received on first draft)

Evaluation Approach and Work Plan

18. The evaluation will consist of three main phases in the course of which several methodological stages will be developed.

Table 1

Phase	Implementation Stages
Inception	Background desk review, definition of data collection and analytical methods and development of an evaluation framework
Implementation	Data Collection, collation, country / field visits
Synthesis and Reporting	Synthesis of findings, conclusions and recommendations

Time Frame

19. The Evaluation will be conducted between March and September 2014. A briefing note on the progress of the evaluation process for information purposes for the Contracting Parties should be provided to the Secretariat in April 2014, in order to provide sufficient time for initial overview and submission to the first Bureau Meeting of the Contracting Parties at the end of May 2014 (the documents need to be submitted to the Bureau 4 weeks before the meeting). The Bureau will function as the Advisory Group of the evaluation (the Role of the Advisory Group is specified in Annex 7). The Evaluation Consultants should participate in the Bureau Meeting to present the progress of the evaluation process. The

⁸⁴ A rotating **Bureau** of six representatives of the Contracting Parties guides and advises the MAP Secretariat in the interim period between the biannual meetings.

draft report should be prepared in line with the recommendations of the Bureau by end of June 2014 and then submitted to the Evaluation Office for quality assurance. The report will then be delivered to the Secretariat. The Secretariat will ensure the dissemination of the Draft Report to the Bureau and the stakeholders and UNEP EO will gather feedback by end of June 2014 and share with the Consultants. The Final Draft will be submitted by mid-July following final quality assurance by the Evaluation Office and UNEP-MAP's factual corrections, if any. The Final Report will be submitted by the Consultants in early August 2014.

Table 2: Schedule for the Evaluation

Indicative Timeframe	Deliverable/Activity
Contracting February - March 2014	Review and selection of consultancy firm/consulting team and issuing of Contract (February - March 2014)
Inception (late March 2014)	- Inception – Evaluation Framework - Desk review - Draft inception report - Inception Meeting to gather comments - Final Inception report - Questionnaire to Parties and MAP Partners
Implementation (March–April 2014)	- Implement data collection tools, conduct analysis and distill findings and recommendations - Consultants visit two or three countries (one EU, one non-EU and a beneficiary of technical assistance) where concrete activities exist and assess the reflection of the Programme at national level
Synthesis and Reporting (April–September 2014)	- Develop a briefing note on the progress of the evaluation process to the UNEP EO, and after approval by UNEP EO, to UNEP-MAP Secretariat, to be submitted to the Bureau by April 2014 - Presentation of the progress and findings of the evaluation process to the Bureau, end of May 2014 - Submission of first draft report to EO by end-June 2014 - Quality assurance on first draft report by EO by end-July 2014 - Comments on the draft by the Bureau and stakeholders that have

Indicative Timeframe	Deliverable/Activity
	been consulted in the process of preparing the evaluation by first week of September 2014 • Submission of Final Draft by Consultants to UNEP EO and release to UNEP/MAP, by 20 September 2014

iii. Key Evaluation principles

20. Evaluation findings and judgements should be based on sound evidence and analysis, clearly documented in the evaluation report. Information will be triangulated (i.e. verified from different sources) to the extent possible, and when verification was not possible, the single source will be mentioned. Analysis leading to evaluative judgements should always be clearly spelled out.
21. The evaluation will assess the programme with respect to **a minimum set of evaluation criteria** grouped in four categories: (1) Attainment of objectives and planned results, which comprises the assessment of outputs achieved, relevance, effectiveness and efficiency and the review of outcomes towards impacts; (2) Sustainability and catalytic role, which focuses on financial, socio-political, institutional and ecological factors conditioning sustainability of programme outcomes, and also assesses efforts and achievements in terms of replication and up-scaling of programme lessons and good practices; (3) Processes affecting attainment of programme results, which covers preparation and readiness, implementation approach and management, stakeholder participation and public awareness, country ownership/driven-ness, programme finance, and programme monitoring and evaluation systems.
22. **Ratings.** All evaluation criteria will be rated on a six-point scale. Annex 2 provides detailed guidance on how the different criteria should be rated and how ratings should be aggregated for the different evaluation criterion categories.
23. In attempting to attribute any outcomes and impacts to the Programme, the evaluators should consider the difference between *what has happened with, and what would have happened without the Programme*. This implies that there should be consideration of the baseline conditions and trends in relation to the intended Programme outcomes and impacts. This also means that there should be plausible evidence to attribute such outcomes and impacts to the actions of the Programme. Sometimes, adequate information on baseline conditions and trends is lacking. In such cases this should be clearly highlighted by the evaluators, along with any simplifying assumptions that were taken to enable the evaluator to make informed judgements about Programme performance.
24. As this is an outcome evaluation, particular attention should be given to learning from the experience. Therefore, the “*Why?*” question should be at front of the consultants’ minds all through the evaluation exercise. This means that the consultants needs to go beyond the assessment of “*what*” the Programme performance was, and make a serious effort to provide a deeper understanding of “*why*” the performance was as it was, i.e. of processes affecting attainment of Programme results. This should provide the basis for the lessons that can be drawn from the Programme. In fact, the usefulness of the evaluation will be determined to a large extent by the capacity of the consultants to explain “*why things happened*” as they happened and are likely to evolve in this or that direction, which goes well beyond the mere review of “*where things stand*” today.

iv. Evaluation criteria

a. Strategic relevance

25. The evaluation will assess, in retrospect, whether the Programme objectives and implementation strategies were consistent with: i) Regional environmental issues and needs; and ii) the Barcelona Convention/ UNEP-MAP’s mandate, the Convention and its Protocols, strategic priorities and operational programme(s).

26. It will also assess whether the Programme objectives were realistic, given the time and budget allocated to the Programme, the baseline situation and the institutional context.

b. Achievement of Outputs

27. The evaluation will assess, for each Priority Theme, the Programme's success in producing the programmed results, both in quantity and quality, as well as their usefulness and timeliness.

c. Effectiveness: Attainment of Objectives and Planned Results

28. The evaluation will assess the extent to which the Programme's objectives were effectively achieved or are expected to be achieved.
29. The evaluation will reconstruct the Theory of Change (ToC) (Annex 6) of the Programme based on a review of Programme documentation, results of questionnaire survey and stakeholder interviews. The ToC of a Programme depicts the causal pathways from Programme outputs (goods and services delivered by the Programme) over outcomes (changes resulting from the use made by key stakeholders of Programme outputs) towards impact (changes in environmental benefits and living conditions). The ToC will also depict any intermediate changes (called intermediate states) required between Programme outcomes and impact. The ToC further defines the external factors that influence change along the pathways, whether one result can lead to the next. These external factors are either drivers (when the Programme has a certain level of control / influence) or assumptions (when the Programme has no control).
30. The assessment of effectiveness will be structured in three sub-sections:
- i. Evaluation of the **achievement of direct outcomes as defined in the reconstructed ToC**. These are the first-level outcomes expected to be achieved as an immediate result of Programme outputs.
 - ii. Assessment of the **likelihood of impact**. Assess to what extent the Programme has to date contributed, and is likely in the future to further contribute to changes in stakeholder behaviour as a result of the programme's direct outcomes, and the likelihood of those changes in turn leading to changes in the natural resource base, benefits derived from the environment and human living conditions.
 - iii. Evaluation of the **achievement of the formal programme overall objective, overall purpose, goals and component outcomes** using the programme's own results statements as presented in original logframe and any later versions of the logframe, if any. This sub-section will refer back where applicable to sub-sections (a) and (b) to avoid repetition in the report. To measure achievement, the evaluation will use as much as appropriate the indicators for achievement proposed in the Logical Framework Matrix (Logframe) of the Programme, adding other relevant indicators as appropriate. Briefly explain what factors affected the Programme's success in achieving its objectives.

d. Sustainability and replication

31. Sustainability is understood as the probability of continued long-term Programme results and impacts after the Programme expires. The evaluation will identify and assess the key conditions or factors that are likely to undermine or contribute to the persistence of benefits. Some of these factors might be direct results of the Programme while others will include contextual circumstances or developments that are not under control of the Programme but that may condition sustainability of benefits. The evaluation should ascertain to what extent follow-up work has been initiated and how programme results will be sustained and enhanced over time. The reconstructed ToC will assist in the evaluation of sustainability.
32. Four aspects of sustainability will be addressed:
- i. *Socio-political sustainability*. Are there any social or political factors that may influence positively or negatively the sustenance of programme results and progress towards impacts? Is the level of ownership by the main national and regional stakeholders sufficient to allow for the programme results to be sustained? Are there sufficient government and stakeholder awareness, interests, commitment and incentives to execute, enforce and pursue the programmes, plans, agreements, monitoring systems etc. prepared and agreed upon under the programme?

- ii. *Financial resources.* To what extent are the continuation of programme results and the eventual impact of the programme dependent on continued financial support? What is the likelihood that adequate financial resources⁸⁵ will be or will become available to implement the programmes, plans, agreements, monitoring systems etc. prepared and agreed upon under the programme? Are there any financial risks that may jeopardize sustenance of programme results and onward progress towards impact?
 - iii. *Institutional framework.* To what extent is the sustenance of the results and onward progress towards impact dependent on issues relating to institutional frameworks and governance? How robust are the institutional achievements such as governance structures and processes, policies, Regional agreements, legal and accountability frameworks etc. required to sustaining programme results and to lead those to impact on environmental resources?
 - iv. *Environmental sustainability.* Are there any environmental factors, positive or negative, that can influence the future flow of programme benefits? Are there any programme outputs or higher level results that are likely to affect the environment, which, in turn, might affect sustainability of programme benefits? Are there any foreseeable negative environmental impacts that may occur as the programme results are being up-scaled?
33. Catalytic role. The evaluation will assess the catalytic role played by this programme, namely to what extent the programme has:
- iv. *catalyzed behavioural changes* in terms of use and application by the relevant stakeholders of: i) technologies and approaches show-cased by the demonstration programmes; ii) strategic programmes and plans developed; and iii) assessment, monitoring and management systems established at regional and national level;
 - v. contributed to *institutional changes*. An important aspect of the catalytic role of the programme is its contribution to institutional uptake or mainstreaming of programme-piloted approaches in the regional and national demonstration programmes;
 - vi. contributed to *policy changes* (on paper and in implementation of policy);

e. Efficiency

34. The evaluation will assess the cost-effectiveness and timeliness of programme execution. It will describe any cost- or time-saving measures put in place in attempting to bring the programme as far as possible in achieving its results within its programmed budget and (extended) time. It will also analyse how delays, if any, have affected programme execution, costs and effectiveness. Wherever possible, costs and time over results ratios of the programme will be compared with that of other similar interventions. Since the Barcelona Convention/UNEP-MAP is rather decentralized and fragmented, the evaluation will give special attention to efforts by the Secretariat and the MAP Components to building synergies between them and with upon pre-existing institutions, through agreements and partnerships between them, as well as establishing synergies and complementarities with other initiatives and programmes to increase programme efficiency.

f. Factors and processes affecting programme performance

35. **Preparation and readiness.** This criterion focusses on the quality of programme design and preparation. Were programme stakeholders⁸⁶ adequately identified? Were the programme's objectives and components clear, practicable and feasible within its timeframe? Were the capacities of executing agencies properly considered when the programme was designed? Was the programme document clear and realistic to enable effective and efficient implementation? Were the partnership arrangements properly identified and the roles and responsibilities negotiated prior to programme implementation? Were co-funding expectations realistic and assured? Were counterpart resources (funding, staff, and facilities) assured? Were adequate programme management arrangements in place? Were lessons from other relevant programmes properly incorporated in the programme design? What factors influenced the quality-at-entry of the programme design, choice of partners, allocation of financial resources etc.? Describe the resources the programme has leveraged since inception and indicate how these resources are contributing to the programme's ultimate objective. Leveraged resources are additional resources—beyond those

⁸⁵ Those resources can be from multiple sources, such as the public and private sectors, income generating activities, other development programmes etc.

⁸⁶ Stakeholders are the individuals, groups, institutions, or other bodies that have an interest or stake in the outcome of the programme. The term also applies to those potentially adversely affected by the programme.

committed to the programme itself at the time of approval—that are mobilized as a direct result of the programme. Leveraged resources can be financial or in-kind and they may be from other donors, NGO's, foundations, governments, communities or the private sector.

36. **Programme implementation and management.** This includes an analysis of implementation approaches used by the programme, its management framework, the programme's adaptation to changing conditions (adaptive management), the performance of the implementation arrangements and partnerships, relevance of changes in programme design, and overall performance of programme management. The evaluation will:

- i. Ascertain to what extent the programme implementation mechanisms outlined in the programme document have been followed and were effective in delivering programme outputs and outcomes. Were pertinent adaptations made to the approaches originally proposed?
- ii. Assess the extent to which the Secretariat and MAP Components responded to direction and guidance provided by the Bureau, MAP Focal Points and Contracting Parties.
- iii. Identify operational and political / institutional problems and constraints that influenced the effective implementation of the programme, and how the programme partners tried to overcome these problems.

37. **Stakeholder participation and public awareness.** The term stakeholder should be considered in the broadest sense, encompassing programme partners, government institutions, private interest groups, local communities etc. The TOC analysis should assist the evaluators in identifying the key stakeholders and their respective roles, capabilities and motivations in each step of the causal pathway from activities to achievement of outputs and outcomes to impact. The assessment will look at three related and often overlapping processes: (1) information dissemination between stakeholders, (2) consultation between stakeholders, and (3) active engagement of stakeholders in programme decision making and activities. The evaluation will specifically assess:

- i. the approach(es) used to identify and engage stakeholders in programme design and implementation. What were the strengths and weaknesses of these approaches with respect to the programme's objectives and the stakeholders' motivations and capacities? What was the achieved degree and effectiveness of collaboration and interactions between the various programme partners and stakeholders during design and implementation of the programme?
- ii. the degree and effectiveness of any public awareness activities that were undertaken during the course of implementation of the programme; or that are built into the assessment methods so that public awareness can be raised at the time the assessments will be conducted;
- iii. how the results of the programme (strategic programmes and plans, monitoring and management systems, sub-regional agreements etc.) promote participation of stakeholders, including users, in decision making in the transport sector.

38. **Country ownership and driven-ness.** The evaluation will assess the performance of Contracting Parties involved in the programme, as relevant:

- i. In how far has the Contracting Party assumed responsibility for the programme and provided adequate support to programme execution, including the degree of cooperation received from the various public institutions involved in the programme and the timeliness of provision of counter-part funding to programme activities?
- ii. To what extent adopted policies and Action Plans have influenced/guided relevant national policy-making processes?
- iii. To what extent has the political and institutional framework been conducive to programme performance?

The Consultants should visit two or three countries (one EU, one non-EU and beneficiary of technical assistance) where concrete activities exist and assess the reflection of the Programme at national level with respect to implementation and policy-making. The countries will be identified in cooperation with the Secretariat in accordance with a set of defined criteria.

39. **Financial planning and management.** The evaluation will

- i. present to what extent co-financing has materialized as expected at programme approval (see Table 1). Report country co-financing to the programme overall, and to support programme activities at the national level in particular. The evaluation will provide a breakdown of final actual costs and co-financing for the different programme components (see tables in Annex 3).
- ii. analyse the effects on programme performance of any irregularities in procurement, use of financial resources and human resource management, and the measures taken by the Secretariat, MAP Components and/or UNEP to prevent such irregularities in the future. Appreciate whether the measures taken were adequate.

40. **Monitoring and evaluation.** The evaluation will include an assessment of the quality, application and effectiveness of programme monitoring and evaluation plans and tools, including an assessment of risk management based on the assumptions and risks identified in the programme document. The evaluation will appreciate how information generated by the M&E system during programme implementation was used to adapt and improve programme execution, achievement of outcomes and ensuring sustainability. M&E is assessed on three levels:

- i. *M&E Design.* Programmes should have sound M&E plans to monitor results and track progress towards achieving programme objectives. An M&E plan should include a baseline (including data, methodology, etc.), SMART⁸⁷ indicators and data analysis systems, and evaluation studies at specific times to assess results. The time frame for various M&E activities and standards for outputs should have been specified. The evaluators should use the following questions to help assess the M&E design aspects:
 - Quality of the programme logframe (original and possible officially approved updates) as a planning and monitoring instrument; analyse, compare and verify correspondence between the original logframe in the Programme Document, possible revised logframes and the logframe used in Programme Implementation Review reports to report progress towards achieving programme objectives;
 - SMART-ness of indicators: Are there specific indicators in the logframe for each of the programme objectives? Are the indicators measurable, attainable (realistic) and relevant to the objectives? Are the indicators time-bound?
 - Adequacy of baseline information: To what extent has baseline information on performance indicators been collected and presented in a clear manner? Was the methodology for the baseline data collection explicit and reliable?
 - Arrangements for monitoring: Have the responsibilities for M&E activities been clearly defined? Were the data sources and data collection instruments appropriate? Was the frequency of various monitoring activities specified and adequate? In how far were programme users involved in monitoring?
 - Arrangements for evaluation: Have specific targets been specified for programme outputs? Has the desired level of achievement been specified for all indicators of objectives and outcomes? Were there adequate provisions in the legal instruments binding programme partners to fully collaborate in evaluations?
- ii. *Budgeting and funding for M&E activities:* Determine whether support for M&E was budgeted adequately and was funded in a timely fashion during implementation.
- iii. *M&E Plan Implementation.* The evaluation will verify that:
 - the M&E system was operational and facilitated timely tracking of results and progress towards programmes objectives throughout the programme implementation period;
 - annual programme reports and Progress Implementation Review (PIR) reports were complete, accurate and with well justified ratings;

⁸⁷ Specific; Measurable; Attainable; Relevant; and Time-bound

- the information provided by the M&E system was used during the programme to improve programme performance and to adapt to changing needs.

v. Key questions

41. For each of 5 Year Strategic Programme of Work outcome, the outcome evaluation shall respond to the questions below:

Output analysis

- Are the Barcelona Convention / UNEP-MAP outputs under each outcome relevant to the outcome?
- Has sufficient progress been made in relation to the outputs?
- Were the monitoring and evaluation indicators appropriate to link outputs to outcomes or is there a need to establish or improve these indicators? If so, what are the suggestions?
- What are the factors (positive and negative) that affect the timely and cost-effective accomplishment of the outputs?
- What are the recommendations for the 2016-2017 biannual PoW?
- What are the lessons and directions for future programming?

Outcome analysis

- Whether the selected outcomes were relevant given the Mediterranean context and needs, and Barcelona Convention /UNEP-MAP mandate? (relevance)
 - Whether the outcome indicators chosen are sufficient to measure the outcomes? What other SMART (specific, measurable, achievable, relevant and time-bound) indicators can be suggested to measure these outcomes?
 - Whether sufficient progress has been achieved vis-à-vis the outcomes as measured by the outcome indicators? (effectiveness)
 - What are the main factors (positive and negative) that have/are affecting the achievement of the outcomes? How have these factors limited or facilitated progress towards the outcome?
 - Whether Barcelona Convention /UNEP-MAP partnership initiatives have been appropriate and effective; Barcelona Convention - UNEP/MAP' capacity with regard to management of cooperation and partnerships; Barcelona Convention / UNEP-MAP' ability to bring together various partners?
 - Barcelona Convention /UNEP-MAP ability to respond to changing circumstances and requirements in capacity development;
 - What is the prospect of the sustainability and replicability of Barcelona Convention /UNEP-MAP interventions related to the outcome (what would be a good exit strategy)?
42. In addition, the consultants should assess the improvements and added value of the first Strategic and Integrated PoW and suggest concrete recommendations to improve its structural and operational context.

vi. The Consultants' Team

43. For this evaluation, the evaluation team will consist of one team leader and one supporting consultant. Both consultants should have extensive experience in programme evaluation. At least one consultant shall have substantive relevant professional experience in the region. The evaluation team will, in combination, have the following attributes:

- a. Experience in multi-country environmental policy processes and agreements ideally with Regional Seas.
 - b. Experience in evaluation of environmental projects, preferably with a focus on marine and coastal biodiversity, pollution prevention and control
 - c. Expertise in institutional analysis, environmental management
 - d. Knowledge of integrated coastal zone management, fisheries and Marine and Coastal Protected areas.
44. The **Team Leader** will be responsible for preparing the inception report, coordinating the data collection and analysis phase of the evaluation, and preparing the draft and final evaluation reports for submission. (S)He will ensure that all evaluation criteria are adequately covered by the team. The **Supporting Consultant** will contribute to selected sections of the main report as agreed with the Team Leader, and provide constructive comments on the draft report prepared by the Team Leader.
45. By undersigning the service contract with UNEP/UNON, the consultants certify that they have not been associated with the design and implementation of the programme in any way which may jeopardize their independence and impartiality towards programme achievements and programme partner performance. In addition, they will not have any future interests (within six months after completion of the contract) with the programme's executing or implementing units. All professional links or associations with the programme will be fully disclosed.

vii. Evaluation Deliverables and Review Procedures

46. The evaluation team will prepare an **inception report** (see Annex 1(a) of TORs for Inception Report outline) containing a thorough review of the programme context, programme design quality; a draft reconstructed Theory of Change of the programme, the evaluation framework and a tentative evaluation schedule.
47. The review of design quality will cover the following aspects:
- Strategic relevance of the programme
 - Preparation and readiness (see paragraph 35);
 - M&E design (see paragraph 40(i));
 - Sustainability considerations and measures planned (see paragraphs 31 and 32).
48. The inception report will also present a draft, desk-based reconstructed Theory of Change of the programme. It is vital to reconstruct the ToC before the most of the data collection (review of reports, in-depth interviews, observations on the ground etc.) is done, because the ToC will define which direct outcomes, drivers and assumptions of the programme need to be assessed and measured to allow adequate data collection for the evaluation of programme effectiveness, likelihood of impact and sustainability.
49. The evaluation framework will present in further detail the evaluation questions (see section 5 above) under each criterion with their respective indicators and data sources. The evaluation framework should summarize the information available from programme documentation against each of the main evaluation parameters. Any gaps in information should be identified and methods for additional data collection, verification and analysis should be specified.
50. The inception report will also present a tentative schedule for the overall evaluation process. The inception report will be submitted for review and approval by the Evaluation Office before the evaluation team travels to Athens, Greece.
51. **The main evaluation report** should be brief (no longer than 35 pages – excluding the executive summary and annexes), to the point and written in plain English. The evaluation team will deliver a high quality report in English by the end of the assignment. The report will follow the annotated Table of Contents outlined in Annex 1. It must explain the purpose of the evaluation, exactly what was evaluated and the methods used (with their limitations). The report will present evidence-based and balanced findings, consequent

conclusions, lessons and recommendations, which will be cross-referenced to each other. The report should be presented in a way that makes the information accessible and comprehensible. Any dissident views in response to evaluation findings will be appended in footnote or annex as appropriate. To avoid repetitions in the report, the authors will use numbered paragraphs and make cross-references where possible.

52. **Review of the draft evaluation report.** The evaluation team will submit the draft report taking into consideration Bureau comments, according to the timeline in Table 2, to the UNEP EO and revise the draft following the comments and suggestions made by the EO. Once a draft of adequate quality has been accepted, the EO will share this first draft report with the Barcelona Convention/UNEP-MAP Secretariat, who will ensure that the report does not contain any factual errors. The Secretariat will then forward the first draft report to the Bureau of the Contracting Parties and other stakeholders that have been consulted in the process of preparing the evaluation. Comments would be expected within two weeks after the draft report has been shared. Any comments or responses to the draft report will be sent to the UNEP EO for collation. The EO will provide the comments to the evaluation team for consideration in preparing the final draft report.
53. The evaluation team will submit the final draft report no later than 2 weeks after receipt of comments from EO. The team will prepare a **response to comments**, listing those comments not or only partially accepted by them that could therefore not or only partially be accommodated in the final report. They will explain why those comments have not or only partially been accepted, providing evidence as required. This response to comments will be shared by the EO with the interested stakeholders to ensure full transparency.
54. **Submission of the final evaluation report.** The final report shall be submitted by Email to the Head of the Evaluation Office, who will share the report with the Executive Secretary and Coordinator of Barcelona Convention/UNEP-MAP.
55. The final evaluation report will be published on the UNEP Evaluation Office web-site www.unep.org/eou.
56. As per usual practice, the UNEP EO will prepare a **quality assessment** of the first draft and final draft report, which is a tool for providing structured feedback to the evaluation consultants. The quality of the report will be assessed and rated against the criteria specified in Annex 4.
57. The UNEP Evaluation Office will assess the ratings in the final evaluation report based on a careful review of the evidence collated by the evaluation consultant and the internal consistency of the report. Where there are differences of opinion between the evaluator and UNEP Evaluation Office on programme ratings, both viewpoints will be clearly presented in the final report.

viii. Logistical arrangement

58. This Output will be undertaken by an independent evaluation consultants contracted by the UNEP Evaluation Office. The consultants will work under the overall responsibility of the UNEP Evaluation Office and will consult with the EO on any procedural and methodological matters related to the evaluation. It is, however, the consultants' individual responsibility to arrange for their travel, visa, obtain documentary evidence, plan meetings with stakeholders, organize field visits, and any other logistical matters related to the assignment. The Secretariat will, where possible, provide logistical support (introductions, meetings etc.), allowing the consultants to conduct the evaluation as efficiently and independently as possible.

ix. Schedule of the evaluation

59. Both consultants will be hired under an individual Special Service Agreement (SSA). There are two options for contract and payment: **"lump sum"** or **"fees only"**.
60. **Lump sum:** The contract covers both fees and expenses such as travel, per diem (DSA) and incidental expenses which are estimated in advance. The consultants will receive an initial payment covering estimated expenses upon signature of the contract.
61. **Fee only:** The contract stipulates consultant fees only. Air tickets will be purchased by UNEP and 75% of the DSA for each authorised travel mission will be paid up front. Local in-country travel and communication costs will be reimbursed on the production of acceptable receipts. Terminal expenses and residual DSA entitlements (25%) will be paid after mission completion.

62. The payment schedule for both consultants will be linked to the acceptance of the key evaluation deliverables by the Evaluation Office:

Final inception report:	20 percent of agreed total fee
First draft main evaluation report:	40 percent of agreed total fee
Final main evaluation report:	40 percent of agreed total fee

63. In case the consultants are not able to provide the deliverables in accordance with these TORs, in line with the expected quality standards by the UNEP Evaluation Office, payment may be withheld at the discretion of the Head of the Evaluation Office until the consultants have improved the deliverables to meet UNEP's quality standards.
64. If the consultants fail to submit a satisfactory final product to UNEP in a timely manner, i.e. within one month after the end date of their contract, the Evaluation Office reserves the right to employ additional human resources to finalize the report, and to reduce the consultants' fees by an amount equal to the additional costs borne by the Evaluation Office to bring the report up to standard.

Annex 3. List of Interviewees

NAME	POSITION	CONTACT DETAILS
UNEP –MAP Coordinating Unit		
1. Gaetano Leone	Coordinator	Gaetano.leone@unepmap.gr
2. Habib El-Habr	Deputy Coordinator	Habib.elhabr@unepmap.gr
3. Atila Uras	Programme Officer	Atila.uras@unepmap.gr
4. Lorenzo Galbiati	MedPartnership. Programme Officer	Lorenzo.galbiati@unepmap.gr
5. Driss Haboudane	SWITCH-Med Programme Officer	Driss.haboudane@unepmap.gr
6. Gyorgyi Gurban	EcAp Programme Officer	Gyurgy.gurban@unepmap.gr
7. Virginie Hart	MedPartnership Marine & Coastal expert	Virginie.hart@unepmap.gr
8. Kumiko Yatagai	Fund/Administrative Officer	Kumiko.yatagai@unepmap.gr
MEDPOL		
9. Tatjana Hema	MEDPOL Programme officer	Tatjana.hema@unepmap.gr
10.		
BP/RAC		
11. Hugues Ravenel	Director	hravenel@planbleu.org
12. Christiane Bourdea	Secretariat	
13. Sandra Dulbecco	Secretariat	
14. Céline Dubreuil	Water	
15. Jean-Pierre Giraud	Indicators & information systems	
16. Isabelle Jöhr,	Executive assistant	
17. Antoine Lafitte	ICZM	
18. Julien Le Tellier	Territorial approach & MSSD	
19. Aurélia Olinger	Accounting	
20. Hélène Rousseaux	Website and library resources	
21. Didier Sauzade	Seas, ecosystem approach	
22. Lina Tode,	Governance	
SPA/RAC		
23. Khalil Attia	Director	director@rac-spa.org
24. Daniel Cebrian Menchero	SAP BIO	
25. Atef Ouerghi	Ecosystem Conservation	
26. Yassine Ramzi Sghaier	MedKeyHabitats Project	
27. Lobna Nakhla	Species Conservation	
28. Souha El Asmi	Specially Protected Areas	
29. Dhia Guezguez	Data management & Information	
30. Imtinen Kefi	Finance	

PAP/RAC		
31. Zeljka Skaricic	Director	zeljka.skaricic@paprac.org
32. Marko Prem	Deputy Director	
INFO/RAC		
33. Claudio Marichiolo	Director	claudio.maricchiolo@isprambiente.it
SCP/RAC		
34. Enrique de Villamore	Director	evillamore@scprac.org
REMPEC		
35. Jonathan Pace	Head of Office	jpace@rempec.org
36. Gabino Gonzalez	Programme Officer	ggonzalez@rempec.org
Mediterranean Commission for Sustainable Development		
37. Marguerite Camilleri	Chair (Malta)	marguerite.a.camilleri@gov.mt
CONTRACTING PARTIES		
MAP & RAC Focal Points		
38. Ilias Mavroidis	Greek National Focal Point, Ministry of Environment	i.mavroidis@prv.ypeka.gr
39. Nicos Mantzaris	Greek National Focal Point, Ministry of Environment	n.mantzaris@prv.ypeka.gr
40. Salah Hassini	Tunisia MAP Focal Point, Ministry of Environment	dgeqv@mineat.gov.tn
41. Saba Guellouz	Tunisia, RAC/SPA National Focal Point, APAL	s.guellouz@apal.nat.tn
42. Samir Kaabi	Tunisia MEDPOL and BP/RAC National Focal Point, OTED	oted@anpe.nat.tn
43. Mohamed Ali Ben Temessek	Tunisia MedPartnership National Focal Point, Ministry of Environment	Mtemessek@orange.tn
PARTNERS		
European Commission		
44. Marijana Mance	Policy Officer, DG-Environment	marijana.mance@ec.europa.eu
45. Jill Hanna	Delegated Representative, International Affairs, DG-	jill.hanna@ec.europa.eu

	Environment	
UNIDO		
46. Carolina Gonzales-Müller	Associate Industrial Development Officer	c.gonzalez-mueller@unido.org
WWF MedPO		
47. Paolo Lombardi	Director	plombardi@wwfmedpo.org
IUCN- Med		
48. Alain Jeudy	Marine Conservation Programme Manager	alain.jeudy@iucn.org
MIO-ECSDE, Athens		
49. Anastasia Roniotes	Head Officer	roniotes@mio-ecsde.org
UNEP –DTIE		
50. Luc Reuter	Programme Officer - Sustainable Consumption and Production Branch	luc.reuter@unep.org

Annex 4. Evaluation Schedule

Inception Phase	
1 August 2014 -	Development of inception report • Evaluation design and workplan • Desk review of existing documents • Briefing with UNEP/MAP Secretariat
9 -12 September	Inception meetings Interviews with MEDPOL, Project managers (EU EcAP & Switch and GEF MedPartnership & Climate Projects) Interviews with Greek National Focal Points
19 September	Submission of Inception Report
Implementation Phase	
October-November	Telephone interviews with RACS organizational partners,
14-15 October	Visit to Blue Plan
5-7 November	Visit RAC/SPA & Tunisia National and RAC/Thematic Focal Points
30 October – 24 November	Questionnaire to Contracting Parties – National Focal Points and RAC/Thematic Focal Points
Synthesis and Reporting Phase	
December	Drafting of the evaluation report including Synthesis of findings, conclusions and recommendations
Week of 12 January 2015	Report review (quality assurance) by EO Revision of Report based on EO comments
19 January 2015	First draft Report to MEDU and Reference Group
3-4 February 2015	Presentation to Bureau at their 79th Meeting Debriefing with MAP-Coordinating Unit
March 2015	Finalization of the evaluation report

Annex 5. List of documents reviewed or consulted

Programme Definition and Reporting

MAP Five Year Programme of Work (2010-2014) Decision 19/17. Appendix 1. UNEP/MAP COP 16, November 2009.
MAP Biennial Programmes of Work and Budget (2010-2011, 2012-2013, 2014-2015) (Decisions IG.19/17, IG.20/14, IG.21/17)
Progress Reports submitted to the meetings of the Bureau, MAP Focal Points and Contracting Parties during the period 2010-2014
Working document related to programming, planning and budgeting UNEP/MAP programme of work for 2012-2013
Self-assessment matrices on the PoW progress by the RACs and the MAP Coordinating Unit, December 2012
UNEP/MAP Barcelona Convention Functional Review. 11 October-15 December 2010. Colmenares & Geka 2010 (Incomplete document)
Report of the MAP Extended Functional Review, March 2013
MAP Phase II Definition Document, 1995 (Scanned copy)

Key Decisions

Decision IG.17/5. *Governance Paper* (2008)
Decision IG.19/5. *Mandates of the Components of MAP*. (2009)
Decision IG 20/13. *Governance*. Appendix III: *Resource Mobilization Strategy* (2012)
Decision IG.21/14 *Governance* (2013)

Meeting Reports and Documentation

UNEP/MAP COP reports - COP15: Almeria (2008), COP 16: Marrakesh (2009), COP 17: Paris (2012), COP 18: Istanbul (2013) with related Almeria, Marrakech, Paris and Istanbul Declarations
Meeting reports of the Executive Coordination Panel during the period 2008-2010
Meeting Reports of the Bureau Meeting during the period 2010-2014

MAP Components Websites

MAP	www.unepmap.org
CP/RAC	http://www.cprac.org
INFO/RAC	http://www.info-rac.org/en/activities/about-us
MED POL	http://www.unepmap.org/index.php?module=content2&catid=001017003
PAP/RAC	http://www.pap-thecoastcentre.org
Blue Plan	http://planbleu.org
SPA/RAC	http://www.rac-spa.org

REMPEC <http://www.rempec.org>

UNEP/MAP Project Websites

MedPartnership /ClimVar & ICZM <http://www.themedpartnership.org/>

SWITCH-Med www.switchmed.eu

See footnotes in Delivery section for other project websites

Annex 6. Results of the Questionnaire Survey to MAP and RAC Focal Points

Background

The purpose of the questionnaire survey was to gather information and opinions on relevance of the different PoW themes, on delivery of outputs, on applicability of different approaches and on factors supporting or constraining delivery, and outcomes at country level. A specific aim was to provide further insights on the ToC for the programme and likelihood of programme outputs leading to outcomes at the national level.

Requests to complete the questionnaire were sent to MAP and RAC focal points based on the extended mailing lists provided by the Coordination Unit. The questionnaires were opened on Survey Monkey on 30 October 2014 and were closed on 24 November after several reminders and extension of the deadline. Respondents were also invited to request a copy of the questionnaire in word format in English or French.

Overview of Responses

Questionnaire to RAC FPs

Survey Monkey logged 53 responses to the RAC FPs survey. Of these two were deleted as visitors (people entering '1' or 'a' to look at questions), two were deleted on request of one respondent (one draft and one complete) and ten were deleted as earlier drafts since respondents had subsequently completed a further draft in greater detail.

One additional response was received as a word document making 40 valid responses. Three respondents completed only their name, organisation and role and a fourth respondent answered just one additional question.

Questionnaires to MAP FPs

There were six responses to the MAP FPs survey. Of these one was deleted as a visitor completing name and organisation only and one was deleted as an earlier draft.

One additional response was received as a word document making five valid responses. One respondent completed only their name, organisation and role.

Overlapping Groups

Five MAP FPs completed the RAC FPs questionnaire. Based on this a decision was taken to merge the questionnaire responses for purposes of analysis while reflecting that there is a larger proportion of RAC FPs responses and that these respondents would not be expected to have a complete picture of delivery in the country.

Summary of Responses

PART 1. About the Respondents

A total of 45 responses to Questions 1-3 were received from 20 countries after elimination of duplicates (earlier drafts) and other invalid responses. Of these four respondents completed only Questions 1-3 (name, organisation and role), leaving a maximum of 41 respondents for each of the remaining questions, from 19 countries.

Of the 41 substantially completed responses, nine responses were received from MAP focal points representing eight contracting parties (Bosnia & Herzegovina, Croatia, Cyprus, France, Lebanon, Morocco, Spain, Syria, Turkey). Twenty-six responses were received from non-EU countries and 15 responses from EU countries.

[Figure 1-1](#) shows the spread of responses by role and [Figure 1-2](#) shows the spread of responses by country.

Figure 1-1. Number of Responses by Contracting Party (N=41)

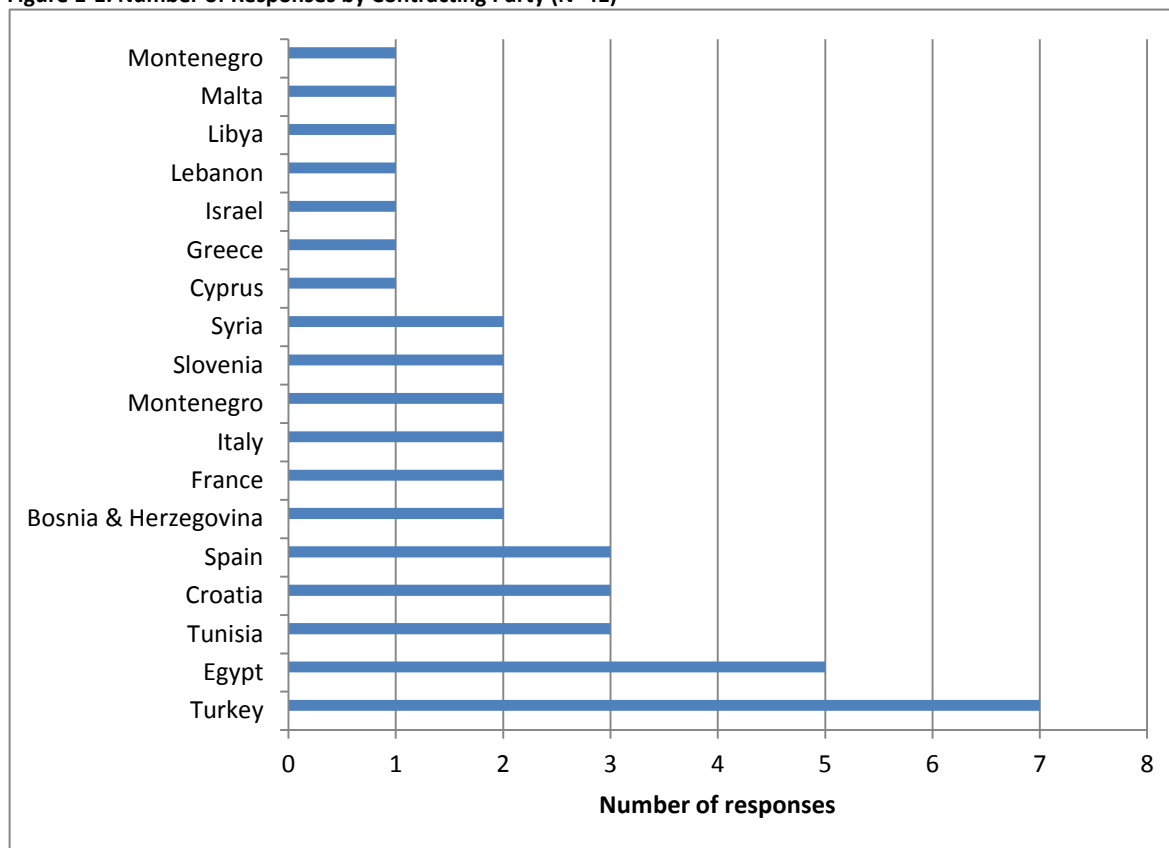
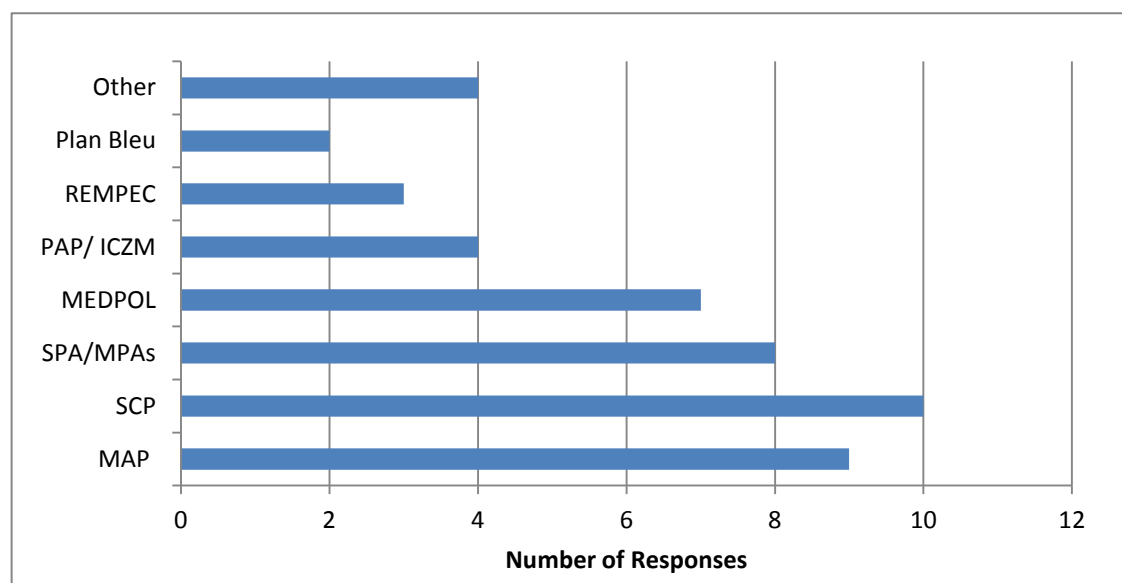


Figure 1-2- Number Responses by Focal Point / Respondent's Role (N = 41)



Notes: some respondents serve as focal point for more than one MAP component. 'Other' comprises one MSCD focal point, two project focal points and one unidentifiable.

PART 2. Relevance

This question addressed the perception of importance of PoW themes in the context of the wider set of environmental and development issues experienced i) in your country ii) at basin level iii) with regard to the MAP mandate and comparative advantage.

A. Overview of Responses

There were 40 responses to the questions on relevance at country and basin level and 39 responses to the question on importance with regard to the MAP mandate. Each of the sub questions was addressed by between 36 and 40 respondents.

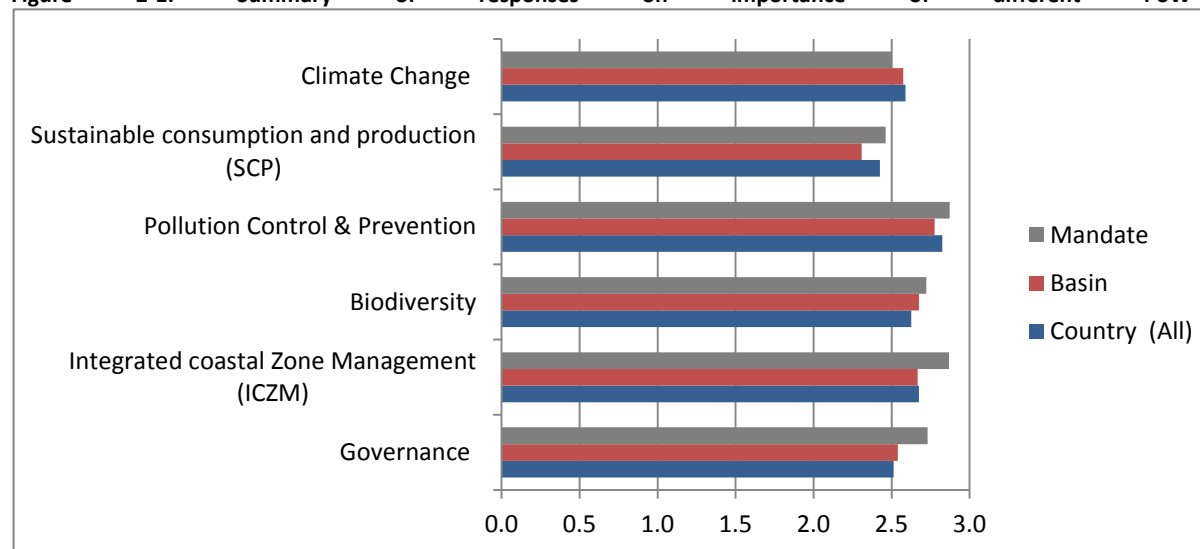
Table 2-1 and Figure 2-1 provide an overview of responses based on application a numerical scale to the multiple choice responses (Very important = 3; Somewhat important = 2; Not very Important = 1).

Table 2-1. Summary of responses on importance of different PoW themes using numerical scale averages

Relevance at	Country Level – EU Countries	Country Level – Non-EU Countries	Country Level (All)	Basin Level (All)	MAP Mandate (All)
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Governance	2.3	2.7	2.5	2.5	2.7
Integrated Coastal Zone Management (ICZM)	2.5	2.8	2.7	2.7	2.9
Biodiversity	2.7	2.6	2.6	2.7	2.7
Pollution Control & Prevention	2.9	2.8	2.8	2.8	2.9
Sustainable consumption and production (SCP)	2.3	2.5	2.4	2.3	2.5
Climate Change	2.8	2.5	2.6	2.6	2.5

Figure 2-1. Summary of responses on importance of different PoW themes using numerical scale averages



Observations:

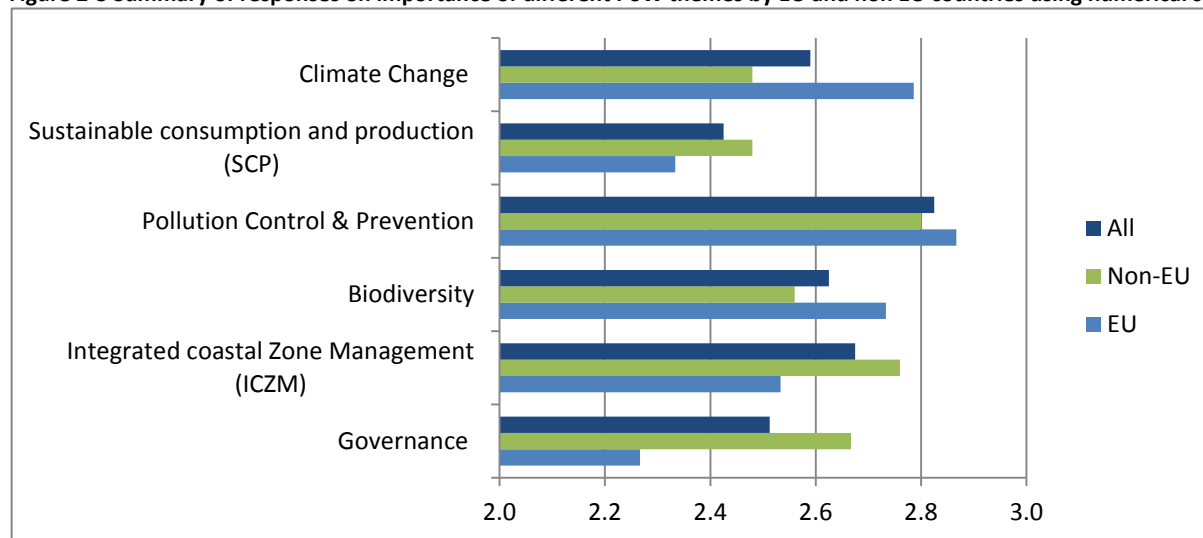
- *Pollution Control & Prevention* and *ICZM* are rated as the overall most relevant issues at country level, basin level and with regard to the MAP mandate.
- *Climate change* and *SCP* received the lowest ratings with regard to the MAP mandate. Climate is rated as slightly more relevant at country level and basin level. SCP received the lowest overall ratings at both country and basin level.
- Ratings for *Governance* are higher with regard to the MAP mandate than at basin and country level.

B. Differences in Responses between EU and non-EU Countries

There were no marked difference between the perceptions of EU and non-EU countries with regard to relevance of different PoW themes at basin level and to the MAP mandate and comparative advantage.

Figure 2-3 illustrates the difference in responses regarding relevance of different thematic areas of work *at country level*, between EU and non-EU countries. The average rating for all countries is provided as a reference point.

Figure 2-3 Summary of responses on importance of different PoW themes by EU and non EU countries using numerical scale averages



Observations:

There are marked differences in responses of EU and non-EU countries on three themes.

- *Climate change* is rated as more important at the national level by EU countries than by non EU countries.
- *Governance* and *ICZM* are rated as more important by non-EU countries,

C. Distribution of Responses

Figures 2-3, 2-4 and 2-4 show the distribution of responses amongst the different rating categories respectively at country level (all countries), basin level and with regard to the MAP mandate.

Figure 2-3. Summary of perceived importance at of PoW themes at Country Level

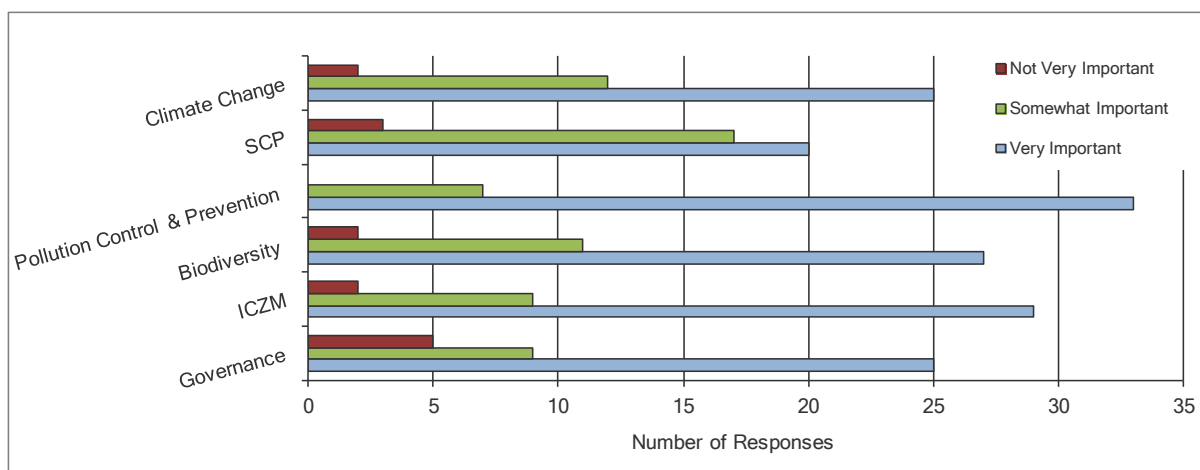


Figure 2-4. Summary of perceived importance at of PoW themes at at Basin Level

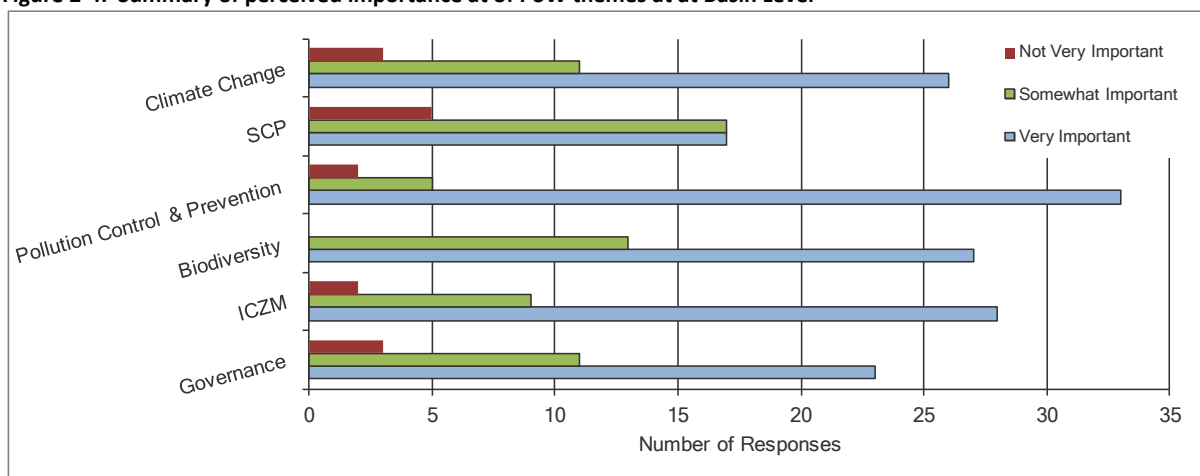
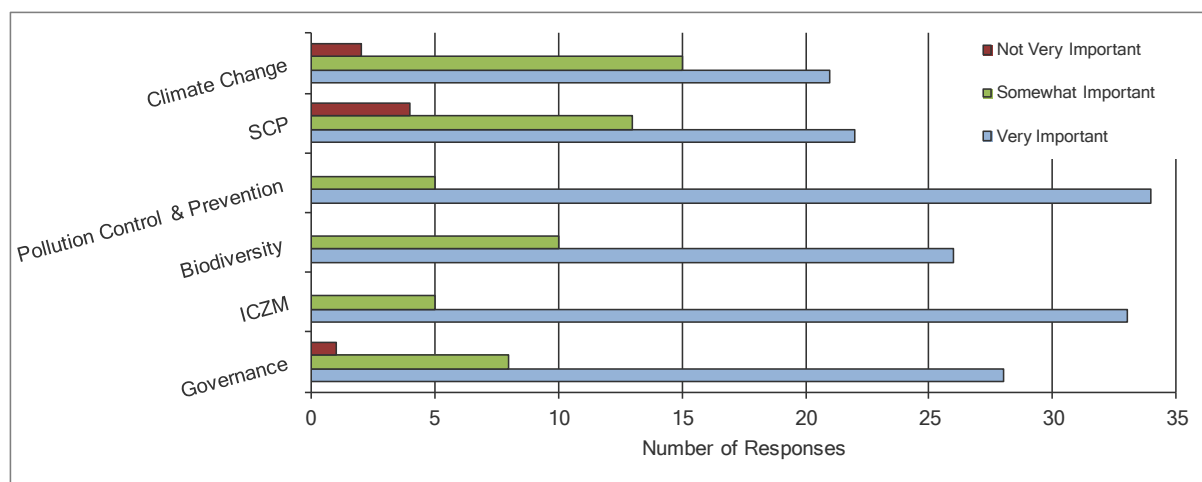


Figure 2-5. Summary of perceived importance at of PoW themes at regard to MAP Mandate and Comparative Advantage



Observations

Responses to all three questions show a majority of respondents rating the different thematic areas of work as ‘very important’, with a smaller number rating the work as ‘somewhat important’ and a yet smaller number of respondents rating the work as ‘not very important’. The related data tables show that this pattern holds for EU and non-EU countries. There is no marked difference in the spread of responses from EU and non-EU countries at country level, basin level, or with regard to MAP mandate.

Data on individual responses show that seven respondents rated all six themes as ‘very important’ at all three levels and a further two respondent marked all six themes as very important at national level.

Observations on Figures

- With regard to relevance at national level, 82% of respondents indicated that *Pollution prevention and control* was ‘highly important’ compared to just 50% for SCP⁸⁸.
- Results are similar at basin level, with 82% of respondents indicating that *Pollution prevention and control* was ‘highly important’ compared to just 44% for SCP.
- With regard to MAP mandate, 87% of respondents rated *Pollution prevention and control* and *ICZM* to be ‘highly important’.
- In contrast just 55% of respondents rated *ICZM* as highly important, and 56 % rated *SCP* as highly important. Ten percent of respondents considered *SCP* to be ‘not very important.’

D. Comments

i. Importance at country level

- All the themes and issues listed above are very important from environmental point of view and especially for the Mediterranean basin.
- Cleaner production and consumption related with energy efficiency and climate change.
- In France, we see sustainable development as a whole and we try to avoid making differences in importance between all these issues. Furthermore we think that the three pillars of sustainable development (economic/social/environment) must be addressed on the same level and are inseparable

⁸⁸ Percentages cited in this and other sections would be higher if ‘don’t know’ responses were excluded from the calculation.

- Our country are developing the Strategy of the Climate change Adaptation on the coastal area
- We have to concentrate our work on the main problems were the original reasons for the creation of MAP & Barcelona Convention, taking into consideration the existence of another international conventions and Protocols that could cover to a wider extent some other issues as Climate change as well as Biodiversity

ii. Importance at basin level

- Same as point 4 (In France ...)
- There is a huge gap between pollution reduction/prevention talk and plan, and actual steps and measures in the basin level.

iii. Relevance with regard to MAP Mandate and Comparative Advantage

- MAP must concentrate on the field in which it has the added value advantage upon other international instruments
- Il serait intéressant de concevoir un protocole au niveau méditerranéen consacré à la lutte contre les changements climatiques sous tous ces aspects
- Same as point 4 (In France ...). Barcelona convention was amended in 1995 to take into account all the aspects of sustainable development. It is of most importance to address all these issues without making difference since they are all interlinked.
- There is no need to comment since the importance of the PoW themes. MAP is established as regional initiative with the aim of the reduction of pollution and degradation of coastal and marine areas which are of utmost importance for the economy and people living in the Mediterranean.

iv. Other themes that should be addressed by the PoW

There were fourteen responses to the question as to whether other themes should be addressed by the PoW (Box). The responses have been placed in alphabetical order.

- Energy efficiency, renewable energy sources as part of CP and consumption
- Flood and drought risk management are (or should be treated within) themes 4 (Pollution Control & Prevention) and 6 (Climate Change), but I think that this theme are so important, that they should be addressed separately (or additionally)!
- I do believe that should be important in north African level
- La question de la ville durable, du gigantisme des navires, et l'explosion des activités de plaisance (la question de l'explosion de l'urbanisme sur le pourtour méditerranéen est a prendre a compte ainsi que les deux sujets mentionnes a la suite, lies en partie a l'attractivité touristique de la région).
- Maritime spatial planning where there is a gap between Mediterranean countries in the level of applying this issue
- NO
- No. On the contrary, I think that MAP should reduce its scope of activities only to these that may produce outputs and results
- Relationship with other global fora (UNGA, CMS, CITES, CBD) and other marine regional conventions (such as OSPAR)
- Since the largest source of Mediterranean pollution is coming from Land-Based sources, MAP should concentrate more in MED-POL and ICZM Protocol, and seeks to make their scope wider, as taking care of IWRM in coastal areas, WDM in

coastal zone

- Social Policies should be somehow reflected in all relevant works
- Under the theme 2. (Integrated coastal Zone Management -ICZM) proposal is to include also Marine Spatial Planning in the title of priority theme, or to define a separate priority theme related only to MSP
- Waste Management (Solid and hazardous)
- Water: water stress is probably one of the most threatening drivers for the Mediterranean region
- Wide range of urbanization challenges should be somehow included in the program, at least links to the urban sprawl should be more apparent in PoW, since coastal settlements are constantly growing. On the other hand, as regarding the last COP18, the issue is gaining prominence

Observations

- The comments highlight a range of views amongst respondents related to the scope of work covered by the PoW with some commentators stressing that MAP should focus its work in those areas where it has a comparative advantages, in areas not covered by other conventions, or in the areas identified at the time the Barcelona Convention was developed and others emphasising a wider scope of work to address the three pillars of sustainable development based on the amendment of the Convention in 1995.
- This divergence of views is apparent in the lower ratings for 'importance' of SCP and climate changes. Nevertheless over 50% of respondents still considered both these issues to be highly important in the context of the MAP mandate.
- Two respondents commented on the scope of work in terms of effectiveness of the PoW with one stating that "MAP should reduce its scope of activities only to those that may produce outputs and results" and another highlighting the gap between pollution reduction/prevention 'talk' and plan, and actual measures.
- Respondents mentioned a range of specific issues they believe should be addressed by the PoW as part of or complementing the current PoW themes, including: energy efficiency and renewable energy; waste management; land based sources of marine pollution; water scarcity and flood and drought management; urban sprawl and sustainable cities; and, marine vessels/transport.
- Other issues raised are the questions of partnerships with other conventions, the gap between countries in application of maritime spatial planning (MSP), the issue of how MSP is related to ICZM and the integration of social policies in all areas of work.

PART 3. Performance

This question addressed perceived performance of MAP and the MAP Components have performed with regard to the Programme of Work Outputs as defined in the Five-Year Strategic programme of Work for 2010-2014.

A. Overview of Responses

There were 38 responses to the question with counts for different factors ranging from 34-36. The presentation of results distinguishes the views of respondents from EU and non EU countries since there are notable difference in a number of areas.

Table 3-1 and Figure 3-1 provide an overview of responses based on application a numerical scale to the multiple choice responses (Highly satisfactory = 3; Satisfactory = 2; Moderately satisfactory =1; Unsatisfactory = 0).

Table 3-1. Summary of responses on perceived performance by MAP and MAP Components on different PoW themes using numerical scale averages

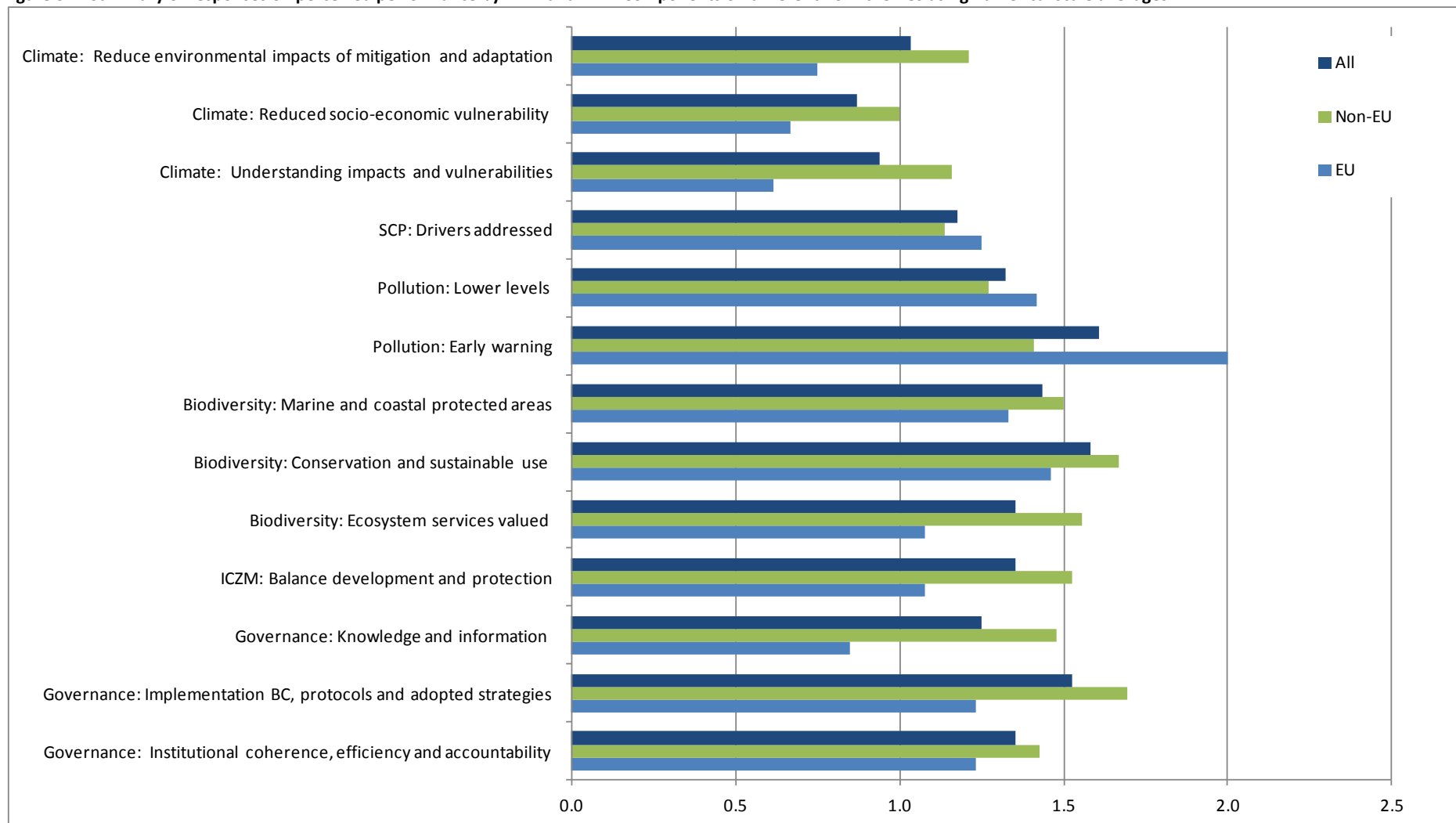
	EU Countries	Non-EU Countries	All Countries
Perceived Performance by			

Governance: Institutional coherence, efficiency and accountability	1.2	1.4	1.4
Governance: Implementation BC, protocols and adopted strategies	1.2	1.7	1.5
Governance: Knowledge and information	0.8	1.5	1.3
ICZM: Balance development and protection	1.1	1.5	1.4
Biodiversity: Ecosystem services valued	1.1	1.6	1.4
Biodiversity: Conservation and sustainable use	1.5	1.7	1.6
Biodiversity: Marine and coastal protected areas	1.3	1.5	1.4
Pollution: Early warning	2.0	1.4	1.6
Pollution: Lower levels	1.4	1.3	1.3
SCP: Drivers addressed	1.3	1.1	1.2
Climate: Understanding impacts and vulnerabilities	0.6	1.2	0.9
Climate: Reduced socio-economic vulnerability	0.7	1.0	0.9

Observations

- The areas that received highest ratings for performance are *Governance: Contracting Parties supported in meeting the objectives of BC, protocols and adopted strategies*, and *Biodiversity: Conservation and sustainable use*. Both outputs received relatively high ratings from EU and non-EU countries.
- The thematic area that received lowest overall ratings was *Climate* (all three outputs). Ratings from non-EU countries are considerably higher, perhaps reflecting their greater participation in the ClimVar Project. This difference is salient in view of the greater importance afforded to this issue by EU countries (See Part 2, Relevance).
- Non-EU countries rated performance more highly for *Governance* (with a marked difference for *knowledge and information*), *ICZM* and *Biodiversity*
- EU countries rated performance more highly for *Pollution* - notably with regard to *early warning of (spills, dangerous/hazardous substances)* which received the highest overall rating - and *SCP*.

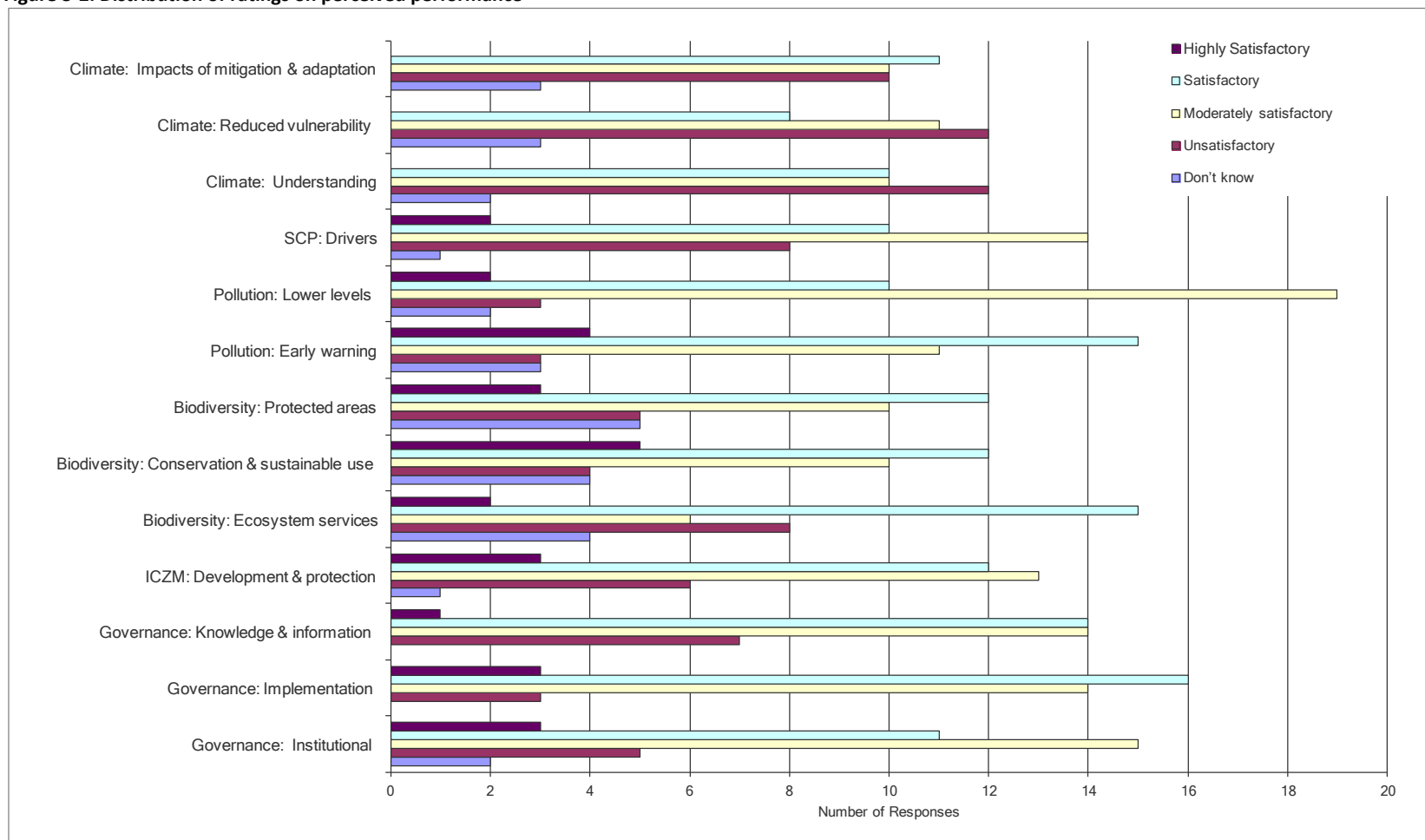
Figure 3-1. Summary of responses on perceived performance by MAP and MAP Components on different PoW themes using numerical scale averages



B. Distribution of Responses

Figure 3-2 shows the distribution of ratings based on counts for each rating. In general respondents used a range of ratings. Two respondents rated performance as satisfactory for all 13 outputs and one respondent rated performance as unsatisfactory for all 13 outputs,

Figure 3-2. Distribution of ratings on perceived performance



Observations

The distribution of ratings provides further insights on the numerical scale averages but also underscores the wide range of opinions related to performance.

- Across all outputs, the proportion of ratings given for 'satisfactory' and 'moderately satisfactory' amounted to 34% in each case. The proportion of 'highly satisfactory' ratings was 6% and the proportion of 'unsatisfactory' ratings was 19%.
- *Governance: Contracting Parties supported in meeting the objectives of BC, protocols and adopted strategies; Biodiversity: Conservation and sustainable use; and, Pollution: Early warning (spills, dangerous/hazardous substances)* received the highest number of 'highly satisfactory' ratings.
- Around a third of respondents (29-35%). rated performance as 'unsatisfactory' for each of the three climate outputs (with six respondents applying this rating for all three outputs). None of the respondents rated delivery in this area as 'highly satisfactory'.
- Other areas receiving a relatively high proportion of unsatisfactory ratings were *SCP: Drivers affecting ecosystems addressed* (23% of responses); *Biodiversity Ecosystem services provided by the marine and coastal environment identified and valued* (23%); and, *Governance: Knowledge and information effectively managed and communicated* (19%).

C. Comments

Four respondents provided comments (in alphabetical order).

Climate change is probably an issue where a regional approach is not sufficient, if there is not a more global approach. Furthermore the socio-economic results (especially reducing the socio-economic vulnerability, and not only to climate change, but to all environmental challenges, such as loss of biodiversity-linked with fisheries for instance) are less considered by MAP PoW and more difficult to evaluate and to number than environment results.
From climate change , still there is no integration and synergy through handling the data and information available on the regional and even in national level
Governance O1: In the time of first official financial reports (2012), and even earlier (when concrete indications of financial difficulties were evident) , steps should had been undertaken to restore stabile financial situation and normal functioning of the MAP and to reorganize administration of UNEP(MAP) based on the responsibility Governance O3: The ratings refer to the opinion on the performance of INFO RAC which did not fulfil assigned tasks in satisfactory way. Information and knowledge were not communicated, effectively managed and available as expected. IZCM O1: Long history of ICZM in the Mediterranean (dating back to 1980s) proved its effectiveness as an approach in achieving sustainable development goals. Therefore, ICZM deserve to be given a priority furthermore because it is very important for future implementing of marine spatial planning (MSP) in the Mediterranean. Biodiversity O1: Mapping of marine habitats and species is one of the activities that deserve priority and which should be considered in that way in the future MAP (MAP Components) activities. Pollution O1: Stronger engagement of national authorities is needed. Pollution O2: Stronger cooperation of countries sharing the Mediterranean sub-regions in relation to ratification and implementation of the BC protocols is considered important.
Prendre les mesures nécessaires pour améliorer la prise de conscience des décideurs pour les différentes thématiques

PART 4. Effectiveness of PoW Approaches

This question addressed effectiveness of different PoW approaches in supporting the implementation of the Barcelona Convention, Protocols and adopted Strategies at national level.

A. Overview of Responses

Table 4-1 and Figure 4-1 provide an overview of responses based on application a numerical scale to the multiple choice responses (Highly effective = 3; Somewhat effective = 2; Of limited effectiveness = 1). There were 35 responses to the question, and each of the sub questions was addressed by between 33 and 36 respondents.

Table 4-1. Summary of responses on effectiveness of different PoW approaches using numerical scale averages

Effectiveness at	Country Level – EU Countries	Country Level – Non-EU Countries	Country Level (All)
Regional Action Plans	2.2	2.3	2.3
National Action Plans	1.9	2.2	2.1
Establishment of Standards	2.3	2.2	2.2

Guidelines	2.3	2.4	2.4
Assessments & Prospective Studies	2.1	2.3	2.2
Information Management Systems	1.7	2.1	1.9
Communications & Awareness Raising	2.0	2.1	2.1
Advisory Services	2.0	2.2	2.1

Observations

- There is little variation in average ratings based on application of a numerical scale. With the exception of information systems, the effectiveness of all the approaches listed was rated as lying between 'somewhat effective' and 'highly effective'. 'Information systems' was rated as less effective. 'Guidelines' and 'regional action plans' were deemed most effective across all respondents.

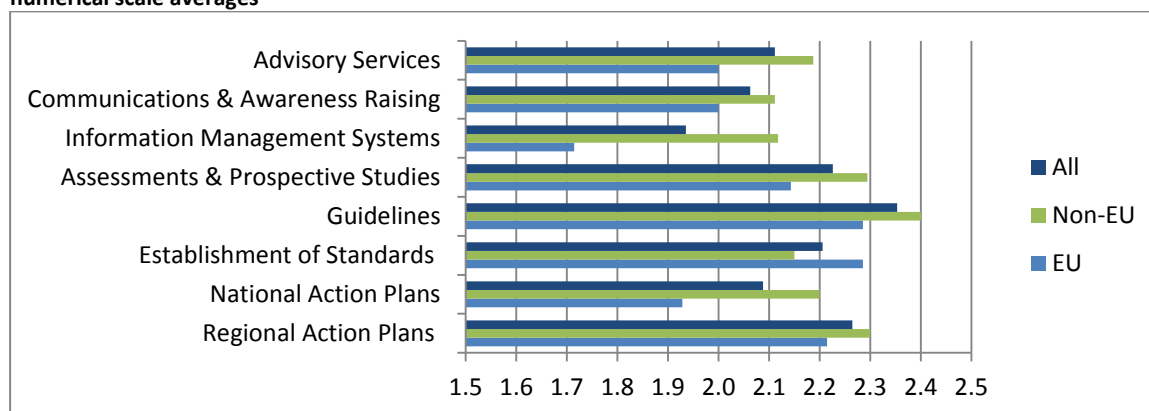
B. Differences in Responses between EU and non-EU Countries

Figure 4-1 illustrates the difference in responses regarding effectiveness of different PoW approaches, between EU and non-EU countries. The average rating for all countries is provided as a reference point.

Observations

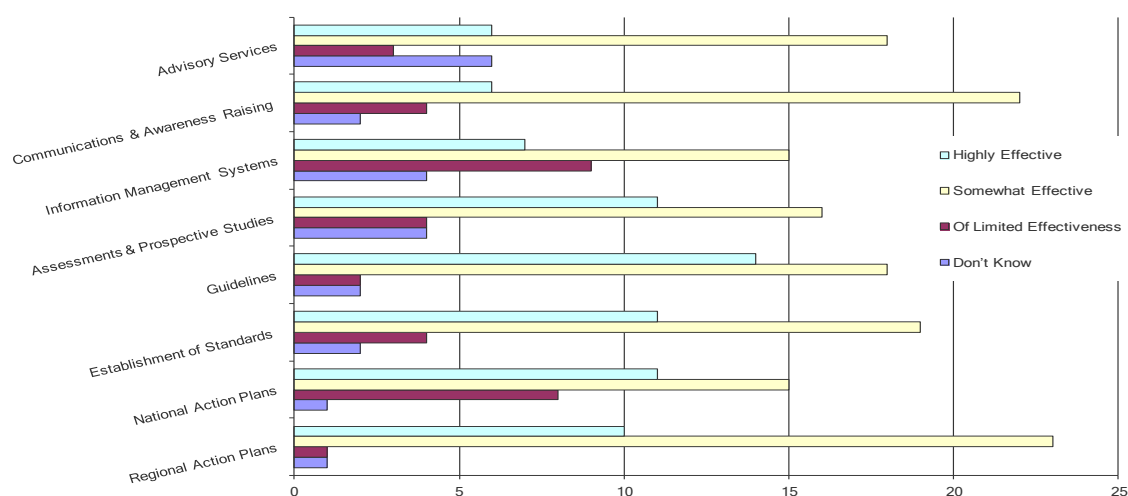
- In general non-EU countries rated the effectiveness of different PoW approaches more highly than non EU countries.
- 'National Action Plans' and 'Information management' were rated as considerably more effective by non-EU countries
- 'Establishment of standards' is the only factor rated as more effective by EU countries than by non-EU countries

Figure 4-1 Summary of responses on effectiveness of different PoW approaches by EU and non EU countries, using numerical scale averages



C. Distribution of Responses

Figure 4-3. Distribution of responses related to perceived effectiveness of different PoW approaches at national level



Observations

- The most frequent response for all factors was 'somewhat effective', with fifteen or more respondents selecting this option for each approach (43-55% of respondents).
- Ten or more respondents rated *Regional Action Plans; National Action Plans; Establishment of Standards; Guidelines; and Assessments & Prospective Studies* as 'highly effective' (29-39% of respondents).
- The total number of 'highly effective' ratings exceeded 'of limited effectiveness' for all factors except *Information Systems*. This general pattern applies equally to EU and non-EU countries with one exception: a larger number of non-EU respondents rated *Information Systems* as 'highly effective' than as 'of limited effectiveness'.

D. Comments

There was just one comment on this question,

- La Tunisie n'a pas développé de plans d'actions nationaux mais conduit des activités conformes aux plans d'actions régionaux

PART 5. Descriptions of PoW Achievements at National Level

Comments on data: A MAP focal point and RAC focal point from one country provided the same responses - only one is included in texts and counts in this section. Extended responses were given by some respondents who completed the questionnaire in word format and these are reproduced in full. Minor typos such as spelling of individual words have been corrected in all responses.

1. Governance

There were sixteen responses, shown in alphabetical order below.

1- Monitoring programmes was effective and provided the data and information to assess pollution in different areas. 2- PRTR pilot project was a good example to encourage industries to report the emissions to air, water and land. and to encourage authority to develop PRTR regulations. 3- PCBs project and capacity building training provided the necessary information for management of PCBs containing materials
All RAC Components gather and share information between. In addition, during some meetings scientists and NGOs also take part in the system.
Assessment of all initiatives and strategies around Mediterranean region. Reflection at EU level around a more coherent strategy for the Mediterranean Participation of the French Inter-ministerial delegation for Mediterranean to MAP
Better relationship between national and regional bodies.
Good guidance for the country, Set out a collective targets for the countries,
Governance still a very sectorial process
I do not have relevant information
MAP support us to prepare the National framework of our national Strategy for Sustainable Development
National Action Plan is now fully active and the targets are reached
No
No influence.
Not known in Slovenia
Not particularly relevant as the EU rules and regulations are most of the time in a more advanced stage, and Cyprus has to follow these.
Participation in Medpartnership Project and its replication activities. Using the results/adopted documents of EcAp activities in elaboration of national Marine Strategy, national ICZM Strategy, IWRM and Climate change adaptation strategy.
Through realization of CAMP Montenegro project and MEDMPAnet proposal of good Governance models were made based on analyses of existing management structures in the country. It is expected that in upcoming period recommendations about institutional and legislation improvements will be done.
Very limited as Spain being part of the EU the governance schemes are already in place. Nevertheless, the fact that in other countries this is very valuable input, it allows for a better understanding of the real problems and institutional frameworks at the regional level

2. Integrated Coastal Zone Management

There were 18 responses (in alphabetical order).

Better application of national legislation
--

Conducted analysis and examination of the compatibility between the Croatian ICZM relevant legislation and the ICZM Protocol. The analysis is prepared 2012 in the framework of the MedPartnership Project. ("Analysis of the Croatian legal framework in relation to the provisions of the Protocol on ICZM in the Mediterranean", "Assessment of Impacts of the Ratification of the Mediterranean Protocol on ICZM on Croatian Legislation, with a Focus on Article 8") Conducted case studies and demonstration activities in the framework of 1. Sub-component of MedPartnership Project related to Management of Coastal Aquifer and Groundwater (Assessment of coastal aquifer risk and uncertainty, Regional Action Plan of Aquifers) in coordination of UNESCO-IHP" Following a request presented by the Government of Montenegro, the Contracting Parties to the Barcelona Convention approved the decision to carry out the Coastal Area Management Programme (CAMP) Project for Montenegro at their 14th Ordinary Meeting held in 2005 in Portoroz, Slovenia. The decision to start with preparations of the CAMP Montenegro was adopted at the meeting in Split in 2006. As a result of meetings that took place in 2010 (with representatives of the then Ministry of Spatial Planning and Environment) and 2011 in Podgorica (with representatives of the Ministry of Sustainable Development and Tourism), a number of pre-CAMP activities took place. These included preparation of an analysis of the implementation of Article 8 of the ICZM Protocol in the spatial planning system in Montenegro and preparation of expert guidelines for the Terms of Reference for the Special Purpose Spatial Plan for the Coastal Zone of Montenegro. These assessments, as well as changes in terms of institutional and legislative framework for implementing the national environmental and spatial planning policy led toward the necessary redefinition of the CAMP activities to be fully tailor-made for the ICZM Protocol implementation. The CAMP Agreement was signed in May 2011 in Budva. The CAMP Montenegro Project is based on an integrated approach to managing marine, coastal and river basin environment and development problems. This means that the project activities cut across protection and development problems, in order harmonise public sector priorities and private sector pressures, and provide an integrated strategy for the common goal of achieving development in the region within a sustainable management policy framework. The main goals of the CAMP Montenegro are: • to create necessary mechanisms that can help achieve sustainable development of the coastal area; • to support implementation of national policies and ICZM Protocol; • to promote integrated and participatory planning and management in the coastal area; • to build national and local capacities for ICZM and raise awareness on the importance of the coastal area, complexity and fragility of its ecosystems and on the need for integrated approaches in managing them; and • to facilitate the transfer of knowledge on ICZM tools and approaches. CAMP outputs related to the analyse of the present status and transformation of the coastal area of Montenegro in regard to the requirements of arising from the Protocol on Integrated Coastal Zone Management were presented to the Prime Minister and the Government in December 2013. The project results and in particular those related to strengthening the spatial planning system were assessed as highly significant, hence the Montenegrin Government declared that integration of all CAMP results is obligatory for the spatial plans (regional and the local ones). There is ongoing final phase of CAMP Montenegro that will result with expected adoption of the National Strategy on Integrated Coastal Zone Management in December 2014. It is important to mention that pilot project in Boka Kotorsak Bay with the aim to test EcAp implementation and green economy modalities has been realized as the component of CAMP Montenegro with support of MEDPOL, SPA/RAC and SCP/RAC. The Study on the status of the biodiversity in coastal area of Montenegro is realized with support of SPA/RAC in 2012 as the input analyse for the assessment of the status of coastal zone in the scope of CAMP Montenegro."
I do not have relevant information. One national project is in progress.
ICZM protocol ratified; Relatively high public awareness
ICZMP for Méditerranéen
L'APAL a envoyé des courriers au Ministère de l'Environnement en vue de la parution du texte de loi du protocole GIZC mais le projet de loi n'a pas encore été promulgué par les autorités concernées. Malgré le stand by forcé causé par la non promulgation du texte de loi du protocole GIZC, la stratégie de l'APAL allait déjà dans le sens du protocole GIZC et a adopté toutes les recommandations du protocole GIZC qu'elle met déjà en application : l'APAL œuvre à prendre en considération toutes les recommandations du protocole GIZC à tous les niveaux : • Protection de la biodiversité et des écosystèmes : Aires marines et côtières protégées et plans de gestion de zones sensibles • Aménagement du territoire : Sachant que l'APAL a de part son texte de loi l'obligation de donner son avis sur tous les projets ou aménagements en rapport avec le littoral, l'APAL a de ce fait adopté les recommandations du protocole de GIZC dans tous les avis qu'elle donne relatifs à l'aménagement du territoire, elle participe également à l'incitation des organismes concernés à prendre en considération la parution du texte de loi relative au Protocole GIZC dans les réglementations des textes de loi (tel que la révision du Code de l'Aménagement du Territoire en cours de réalisation par le Ministère de l'Équipement, de l'aménagement du Territoire et du Développement Durable)

- Adaptation aux Changements Climatiques : exemple - Projet AAP relatif à l'adaptation aux changements climatiques du littoral Tunisien , stratégie d'adaptation, carte de vulnérabilité à l'ENM...etc - Lutte contre l'érosion des côtes : exemple Projets de protection contre l'érosion côtières tels que le Projet de Protection du Littoral Tunisien (KFW) qui a démarré en janvier 2013 et s'achève en 2017, en ce ..etc. - Suivi et établissement de bases de données en rapport avec les cc, l'écosystème, la biodiversité et l'évolution et pressions sur le littoral Il est à noter également que l'APAL a généralisé l'approche participative tels qu'exigé par le protocole GIZC à toutes ses études et projets dans toutes les unités de l'APAL
MAP support us to prepare our vision and preliminary Strategy forward ICZM
No, but not relevant, because of very short cost line
Not applicable as the ICZM protocol has not been ratified by Cyprus.
Ongoing implementation of the provisions of the protocol
Since we are not party to the ICZM protocol, I refrain from commenting
Some EU project have been implemented through EU programmes by the enjtities from coastal zone.
Spain has the Coast Act in force and includes most of the reuirements of the ICZM Protocol. We benefited in spain of a CAMP project in Almeria that was veru successful in its preparation thanks to the support of the PAP/RAC, nevertheless it lacks a follow up programme to engage the countries to implement the agreements.
support of local project
Turkey has not signed ICZM protocol yet.

3. Biodiversity

There were 18 responses (in alphabetical order).

- MedMPAnet Project (Regional Project for the Development of a Mediterranean Marine and Coastal Protected Areas Network through the boosting of MPAs Creation and Management), the objective of which is to enhance the effective conservation of regionally important coastal and marine biodiversity features through the creation of an ecologically coherent MPA network in the Mediterranean region, as required by Barcelona Convention's SPA/BD Protocol. The MedMPAnet project is part of the MedPartnership GEF full size project "Strategic Partnership for the Mediterranean Sea Large Ecosystem" led by UNEP. For Montenegro, the project activities were outlined in consultation with the national authorities represented by the Ministry for Sustainable Development and Tourism. They consist of an assessment of legal and policy needs, a small scale fisheries status study, a rapid evaluation of natural habitats and the assistance to the identification of management needs to support the creation of at least one MPA in Montenegro in the period 2011-2013. Specific project aims are to: - Provide decision makers with consistent and reliable scientific information on important biodiversity resources and ecosystems along the Montenegrin coast, in view of creating a national system of MPAs. - Provide the basis for the official proclamation of an MPA in Montenegro ; - Build management capacity locally and raise public awareness on environmental protection issue; In September 2011 and June 2012, two field surveys were undertaken by the MedMPAnet for the assessment of coastal habitats in order to help prioritize new areas in need of a protection status . These missions were executed by RAC/SPA international experts and local experts appointed by Montenegro. The experts' team assessed the main environmental values of the surveyed areas and recorded implemented activities, information and aspects identified as relevant for each studied area, mainly through underwater techniques. This activity focused on obtaining results to support of the definition of specific protection/ management measures in at least three of the following areas: Ulcinj, Katici, Platamuni, Bar, Buljarica, Jaz, Tivat and Kotor. In 2013, building on the results of the rapid assessments undertaken in 2011 and 2012, and in close consultation with the Ministry of of Sustainable Development ad tourism, Boka Kotorska Bay has been selected as a pilot site for further research. Under the MedMPAnet project implementation, RAC/ SPA has contracted an international consultancy firm which carried out a fishery study and an ecological survey of the Kotor Bay marine area, using the side scan sonar technique. The data collected from the MedMPAnet Project particularly from the habitat assessment survey contributed to the establishment of a GIS database for the purpose of CAMP Montenegro project. Furthermore, RAC/SPA is joining efforts to PAP/RAC and SCP/RAC in the "Pilot Project on Testing the Ecosystem Approach (EcAp) application in Boka Kotorska Bay". The focus is on development of support for green entrepreneurship in the area, especially for ecotourism and other activities aiming to reduce the impacts of human activities on the environment. As item 10 above <i>"Not particularly relevant as the EU rules and regulations are most of the time in a more advanced stage, and Cyprus has to follow these."</i>
Biodiversity is well protected in Slovenia, especially in the area of birds protection
Conducted activities in the framework of 3. Sub-component of Medpartnership Project:

Demonstration project - Concerted management plans for 5 MPAs (Lastovo Archipelago, Mljet, Telascica, Brijuni, Kornati); Demonstration activities for the inception, planning, zoning and development of a newly created MPA in Croatia MPAs (e.g. MedMPAnet Project managed by RAC/SPA; pilot project in Croatia); Identification of local stakeholder participation mechanisms for the pilot MPAs in Croatia; participating in regional activities (experience gained and capacity building through organization and participation in training workshops, technical assistance, on-job-training for managers, practitioners and relevant authorities).
Using the adopted documents within the SPA/RAC and results of conducted activities with the aim to enhance the national system on nature and biodiversity protection.
Especially, for protection some some key species (monk seals, marine turtles, posidonia meadows etc.) RAC SPA is a forceful tool to use via regional and national Action Plans and also as an advisory body.
In terms of marine BD no systematic approach; low in terms of MPA management
MAP support us partially to achieve our National Strategy for Biodiversity
Moderate
Protection of marine vulnerable species and proposal of new protected areas
Protéger les espèces en danger
Regional protection of vulnerable habitats and species is a must for the effective conservation of marine natural resources. This complemented with the EU Directives implementation is the basis of the Spanish policy. In that sense we are pleased about the importance of progressing in this area. Nevertheless, there are very important gaps related to management and marine protected areas in deep seas, in particular about effective management, coherence and continuity at the regional level.
Strengthening of the national system of MPAs Considerable importance given the status of SPAMI Activation for the preparation of national action plans for the protection of habitats and species listed in annexes to the SPA / BIO Protocol
There are good projects in the Biodiversity area which have good results. Especially GEF/LME strategic partnership Kaş-Kekova MPA project is an outstanding success for both Turkey and MAP. This project and its ilk, are very much appreciated in our country and we are eager to continue this kind of success stories in our country with MAPs help.
Turkey spends great effort to implement the requirements of Pow in the area of Biodiversity. A lot of project has already completed and so many are still carried out by the relevant governmental and non governmental bodies.

4. Pollution Control and Prevention

There were 18 responses (in alphabetical order)

As item 10 above - <i>Not particularly relevant as the EU rules and regulations are most of the time in a more advanced stage, and Cyprus has to follow these.</i>
Don't know
Establishment of national coastal zone monitoring
Exercises RAMOGEPOL in relation to REMPEC. Participation of CEDRE to MEDESS project with REMPEC
I do not have relevant information.
Idem 1 (<i>National Action Plan is now fully active and the targets are reached</i>) and SCP/RAC is very helpful to achieve this task
Integrated pollution monitoring (to 2010 with the budget of MAP). NAP with MAP budget
In Turkey Pow achievements at national level in the area of Pollution Control and Prevention are; • Rapid progress • Easy follow up Preparation of new strategies and legislations
MAP support us to prepare our National Action Plan and Sectoral Plans to address pollution of Mediterranean from Land-Based Sources
Moderate
National contingency plan for response to oil accident in Mediterranean sea (first copy only without update and training)
(no information)
Number of activities and studies were done in relation to CAMP realisation (Studies, vulnerability assessment and identification of source of pollution, ECAP testing approach for Boka Kotorska Bay)
Participation of national laboratories in the activities of Quality Assurance component of the national pollution monitoring programme (proficiency tests) conducted in the framework of MED POL in cooperation with the Marine Environmental Studies Laboratory (IAEA).
Capacity building of Croatian marine monitoring laboratories through training activities within IAEA laboratory
PRTR pilot project was a good example to encourage industries to report the emissions to air, water and land. and to encourage authority to develop PRTR regulations

3- PCBs project and capacity building training provided the necessary information for management of PCBs containing materials
Sectorial manual for heavy polluted industries
The cooperation between MAP and Turkey has a long history and full of success. To mention couple of bright outcomes; we have completed NBB 2003, 2008 and 2014; NAP 2005 and 2014 with the support of MAP in all levels. We also appreciate the technical support of MAP on reduction of PSBs, BOD and Cr in tannery sector. This was a success that is well appreciated. The guidelines produced by MAP underpinned our internal project and shed light on the direction that we must concentrate
The Pollution control and prevention is inbuilt in the national legislation on the area of municipality and industrial waste management. Another strong influence on this area is made through implementation of the standards such as ISO14000
This is a long standing theme in MAP and we really welcome its strengthening. In particular the monitoring of pollutants performed in the context of MEDPOL following the CP's agreements has been of paramount importance in order to have a certain knowledge of the pollution trends. Another matter is how the data is managed at the regional level and the assessments made: they lack consistency
Very high responsiveness to all reduction plans and NAP initiative. Best results and achievements in terms of pollution reduction and HOTSPOTS elimination

5. Sustainable Consumption and Production

There were 17 responses (in alphabetical order)

Conducted "Pilot Project to factor Sustainable Consumption and Production in development policy in Croatia
I do not have relevant information.
Integration of SCP as a cross-cutting criteria in all projects co-financed by the French Global Environmental Fund
It is a new growing area of the utmost importance. Being a horizontal theme all other themes can benefit from the inclusion of SCP policies, in particular for the prevention of pollution, green economy, green employment etc. It is important to keep a regional approach in this area because it is under development and can introduce a high degree of coordination from the starting point. In Spain we try to learn and assist as much as possible because it is the future for the protection of the marine environment and will add to the promotion of sustainable development in a tangible manner.
It is important to mention that pilot project in Boka Kotorsak Bay with the aim to test EcAp implementation and green economy modalities has been realized as the component of CAMP Montenegro with support of MEDPOL , SPA/RAC and SCP/RAC. The Study on the status of the biodiversity in coastal area of Montenegro is realized with support of SPA/RAC in 2012 as the input analyse for the assessment of the status of coastal zone in the scope of CAMP Montenegro.
National plan for SCP, road map
(no information)
No
No major achievements
Non
Not enough activities for SCP at national level
On this area there are not much activities in Slovenia except projects at universities and on the area of awareness raising with the conferences and meetings.
Resulted in the preparation of the National Green Economy Strategy.
SCP/RAC guidelines and advices are followed
Support in drafting of SCP action plan
The Regional Activity Centre for Cleaner Production (CP/RAC) and MEDPOL with the support of the Ministry of Foreign Trade and Economic Relations of Bosnia-Herzegovina (MoFTER) organized on September 23rd to 26th, 2013, a PCB (Polychlorinated biphenyls) management training program in Mostar (Bosnia-Herzegovina), under the subcomponent 2.3 of the Strategic Partnership for the Mediterranean Sea Large Marine Ecosystem (MedPartnership)
This is a new area that we do not know in wide extend. Still need further work to improve awareness among the project partners. therefore, I refrain to mention any achievements yet.

6. Climate Change

There were 15 responses – in alphabetical order

As climate change has a very huge impact with effecting many sectors, all RACs take part in this wide scope.
As item 10 above - <i>Not particularly relevant as the EU rules and regulations are most of the time in a more advanced stage, and Cyprus has to follow these.</i>
Awareness and capacity building is not enough
Capacity building activities

I do not have relevant information
Launch of a platform to integrate the oceans and sea issues in the climate change negotiations. Region put in place a regional panel of scientific experts , a local version of IPCC. Organization of a Euro-Mediterranean conference in December 2015 in Marseille. This conference is a preparatory one on the Mediterranean part of COP 21
MAP has done very little if anything in this area
Much of the activities is done on the area of energy efficiency and renewable energy sources. In last several years there were implemented several projects on implementation of the biomass district heating systems and about 200 mio EUR was invested in energy renovation of public buildings. The ECO fund cofinances the households at incorporating renewables and energy renovation of private houses and apartments. in last years there were invested more than 30 mio EUR.
(no information)
No
No comments. similar to A15 - <i>this is a new area that we do not know in wide extend. Still need further work to improve awareness among the project partners. therefore, I refrain to mention any achievements yet.</i>
No major achievements
Non
Participation in the GEF - „Integration of Climatic Variability and Change into National Strategies to implement the ICZM Protocol in the Mediterranean“; demonstration project on elaboration and implementation of tools for mainstreaming Climate Variability and Change into ICZM plans; analysis of socio-economic impacts of Climate Change; capacity building activities
Support of local project

PART 6. Opportunities, Constraints and Barriers

This question was concerned with key opportunities, constraints and barriers at the national level related to the integration of MAP PoW outputs into improved management of the Mediterranean basin. It looked at factors that have contributed to or limited the utilisation or application of PoW outputs at national level.

A. Overview of Responses

There were 32 responses to this question. Each of the sub questions was addressed by between 28 and 32 respondents.

Table 6-1 provides an overview of responses based on application a numerical scale to the multiple choice responses (Strong support = 2; Moderate support = 1; Moderate constraint = -1, Strong constraint = -2).

These numerical averages have limited meaning but do bring out some generalised differences in experience between EU and non-EU countries.

Table 6-1. Summary of responses on factors contributing to or limiting the utilisation or application of PoW outputs using numerical scale averages

Factors supporting or constraining PoW Implementation	Country Level – EU Countries	Country Level – Non-EU Countries	Country Level (All)
Political support and prioritization	0.2	0.7	0.5
Institutional coordination	0.5	0.8	0.7
Partnerships and collaboration	0.7	0.5	0.6
Policy and legal processes	0.9	0.4	0.6
Financial/budgetary allocations	-0.5	0.1	-0.1
Availability and deployment of skilled personnel	0.3	0.2	0.2
Availability of manuals & reports in national language	0.0	-0.1	-0.1
Availability of facilities and equipment	0.2	0.1	0.1

Observations

The negative ratings in Table 6-1 indicate that two factors are considered to act more strongly as constraints than as supports to application or utilisation of PoW approaches across the countries represented by the respondents.

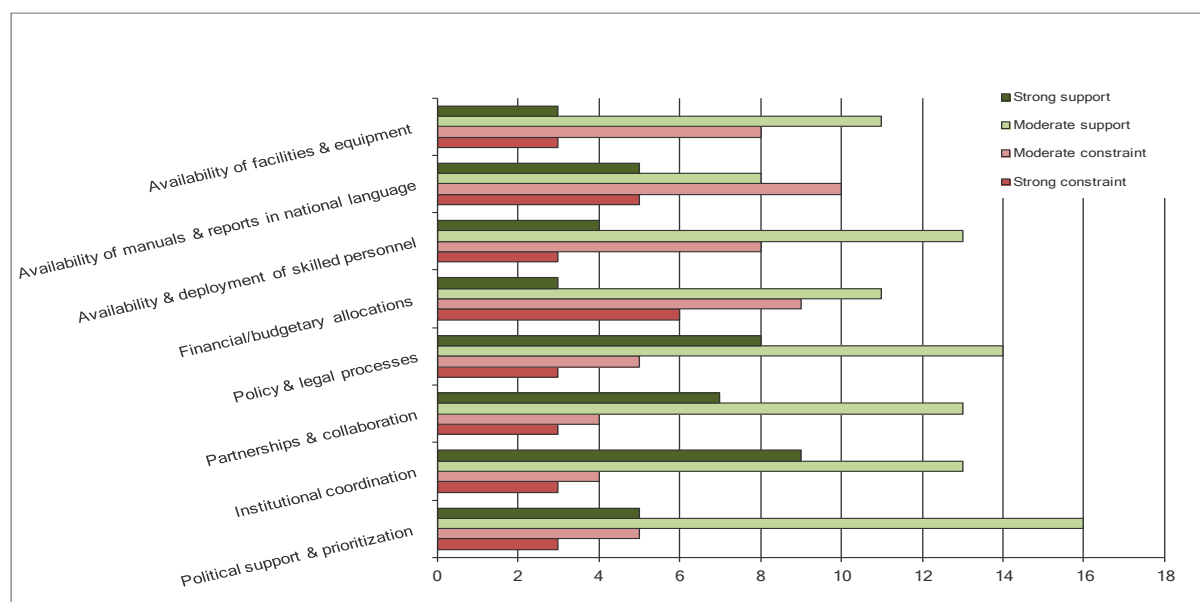
- *Availability of manuals and reports in national language* is viewed as an overall constraint in non- EU countries
- *Financial/budgetary allocations* is viewed as an overall constraint by respondents from EU countries, though respondents identifying this constraint were concentrated in three countries.

Table 6-1 highlights some marked differences in two factors between EU and non-EU countries

- *Political support and prioritization* was rated as more supportive of utilisation or application of PoW outputs in non EU countries.
- *Policy and legal processes* was rated as more supportive of utilisation or application of PoW outputs in EU countries.

C. Distribution of Responses

Figure 6-1. Distribution of responses related to factors contributing to or limiting the utilisation or application of PoW outputs



Observations

- The most frequent response for all but one factor was 'Moderate support', with ten or more respondents selecting this option for each factor.
- The most frequent rating for *Availability of manuals & reports in national language* was 'moderate constraint' (33% of respondents). Seventeen percent of respondents considered this to be a 'strong constraint'.
- Nearly half of respondents (47%) reported *Financial/budgetary allocations* to be a moderate or serious constraint.
- Over one third of respondents reported *Availability & deployment of skilled personnel* (36% of respondents) and *Availability of facilities & equipment* (39%) to be a moderate or serious constraint.
- Around one quarter of respondents reported each of the remaining factors to be a moderate or serious constraint.

D. Comments

There was just one comment on this question:

- Very weak capacities and coordination within the relevant political and government parties (ministries, public institutions ...) for the formulation of key issues at the national level.

PART 7. Wrapping Up

A. Recommendations for design and implementation of the future MAP PoW

There were 14 responses.

1. Don't change too much the structure and themes as it is too early.
2. Deepen in the implementation areas.
3. Deepen in the financial aspects.
4. Take more into account the need for integration of the themes in order to have a better picture of the final objectives.
5. Lacks visibility in the world outside MAP.
6. Needs to integrate the sustainable development aspects into the themes, instead of separating the matter.
7. Needs a more clear and coordinated institutional framework, this includes also within the broader Mediterranean institutional frameworks.

All activities should be formulated to ensure support to the countries to establish more stronger monitoring systems and data base management (infrastructure, capacity building and implementation of monitoring programmes) which will serve

as a basis in next steps regarding ECAP implementation process.
Broad consultation in designing MAP PoW with all MAP components. As far as possible, avoid resorting to external consultants, when the job can be done by MAP components.
Indicators of success of PoW should not limited on the achievement at regional and national level, while real indicators should reflect the real status of pollution reduction of Mediterranean, real enhancement in the ecological status of Mediterranean, real saving and protecting of biodiversity... this kind of indicators need huge efforts to measure real indicator from the environment itself. e.g: measuring the real reduction of BOD, or COD, or other bacteriological indicators , or any other indicator, the matter that could really reflects the reliability of PoW
Reduce scope of activities only to those that may produce effective results in the basin. Strong political will is needed to stay focused and reject important subjects that are dealt with in other arenas (CC, Green Economy, etc.)
Small countries are not included into RAC/CP activities, there is also not tenders for such the project on EU or Mediterranean levels. Cooperation of the stakeholders is weak. Strong coherence between RACs, joint Meetings for specific issues. A real information and capacity building strategy. Improve the relationship between OSPAR Convention and global fora.
The funding for some RACs is very lacking. Mostly for some RACs staff has to overwork for lack of some staff due to funding problems. Ex: RAC SPA has a problem for hiring a scientific director for long years.
The implementation of the existing and future MAP PoW depends mainly on the political will in the contracting parties; considering that, a strong component of the PoW should be devoted to communication, with national and local decisionmakers as the target group; The PoW should, in systematical and transparent way, reflect the priorities identified by the Contracting Parties. It should be linked, developed, monitored having in mind the available/planned budget. The sustainability, need to preparing of qualify persons I think we need from the programs more training, more knowledge and special courses for focal points to learn how they have to manage their position. long term courses for managing ,studying and proposing the pollution problems. The political issues always play big role in the frame of supporting and attending meeting and courses, I think may make a mechanisms for facility the activities far from political reality.
To take into consideration institutional support and capacity building, awareness programmes in some issues as: SCP, climate change. Also Waste Management to be included within PoW
Twinning program between Mediterranean countries in applying the themes could help in improving MAP systems and the conventions, and to reduce the gaps between Mediterranean countries
We have to consider an evaluation method which is based on success indicators together with cost analyses in PoW. It is important that targets and time table for RACs should be encompassed in PoW. The PoW evaluation must be based on the measurable targets to see what have been achieved and what has not been done. This evaluation should guide the new PoW during the preparatory phase in order to eliminate misleading and loss of time and funds.

B. Other issues you consider important in the context of the Programme of Work evaluation

There were 5 responses.

1. It is important to use a methodology for the evaluation that goes beyond opinions. 2. Need of indicators. 3. it could be done through evaluations of the national performance in the sense of the OECD. (3-4 countries by biennium).(Normally the problem in not related to the programme itself but on the implementation by CP's). 4. There is a need to evaluate cost- effectiveness because the cost associated with the real activities is the factor that could change the whole picture. The idea is "not only by changing the programme the work of MAP will improve we need to assess the interest of the countries to implement and the needs of the countries contrasted with the resources available"
All RACs reflects the national strategy where they are placed. I mean all RAC offices are situated in a country; and all these RAC offices has staff mostly (90%) composed of this homing country with a director from the same country either. This situation makes unfair conditions for some countries.
Creation of a new methodology for the evaluation of MAP starting from more practical methodology
People involved in PoW evaluation are focused on specific areas of work. Few people have a global perspective of MAP work
POW must check its relations to neighbouring instruments that are in fact, playing a leading roll. EU directives are calling the shots and MAP is being carried by these directives as a result of the dominance of its EU member states. The problem is that a gap (eco-socio-tech) has been created between the developed and developing countries in the MED and MAP is not doing enough to close the gap.

Annex 7. Summary of Delivery against PoW Output Indicators and Targets

Note that this table is only a partial reflection of performance since it only addressed initiatives directly relevant to the indicators provided in the PoW logframes. The table does not include Indicators for the 2010-2011 PoW since these are only available at activity level. Colour coding (ratings) for 2014-2015 reflect that the biennium is underway with many initiatives only partially delivered or not yet reported.

GREEN: indicates advanced delivery (completed in **bold**)

ORANGE indicates partial delivery or underway

RED indicates weak implementation or no evidence of delivery

BLACK indicates unknown status or not measured. Activities may be underway in 2015

Theme 1: Governance			
Output 1.1. Strengthening Institutional Coherence, efficiency and accountability			
Indicators:	Targets 2012-2013:	Targets 2014 - 2015:	Evaluation Comments
– Satisfaction rate of decision making bodies and partners (quality, timeliness and relevance of MAP's secretariat and components work) surveyed – Resources mobilized to implement the 5 year plan – Planning systems and internal performance evaluation system established – Number of decisions and policies prepared in consultation with partners – % increase of civil society organizations and private sector partnering with MAP	– Satisfaction rate of meetings is above 70% – 3 large scale project proposals finalized and operational to support key priorities – At least 3 new MAP partners admitted in the revised list of MAP partners – At least 2 cooperation agreements are signed with 3 international/regional organisations	– Satisfaction rate of meetings is at least 70% – 2 large scale project proposals finalized – Planning systems and internal performance evaluation systems are in place – At least 10 new MAP Partners admitted in the list of MAP Partners – At least 2 new cooperation agreements are signed and 2 existing ones operationalize	<i>No data available</i> – ClimVar & ICZM approved January 2012 – EcAP approved April 2012, – SWITCH-Med approved April 2012 – Templates and guidance documents developed in 2010/ 2011 and continue be refined – Decision IG. 21/14 (COP 18) approved a revised list of partners with four new institutions <i>No information on involvement of partners in Decisions</i> Cooperation agreements signed with: – IUCN –approved at COP 18 – UfM – approved at COP 18 – GFCM – May 2012

	– All Contracting parties are kept abreast of MAP horizontal and emerging issues in coherence with UN global and regional processes (such as ecosystem based management; governance of the high seas and marine spatial planning) – RAC country agreements signed – All MAP events organized according to sustainable criteria based on the Sustainable Events Toolkit	– COP18 Decisions fully implemented – Draft programme of work and Draft Midterm Strategy (2016-2021) approved – TORs for Thematic NFPs prepared defining their role, responsibility and reporting lines – Completion of the MedPartnership, and support for the replication of good practices throughout the 11 participating countries	– Progress table of “Status of Execution on COP18 Decisions and Timetable for Implementation” (UNEP/BUR/78/6) indicate progress to date⁸⁹ – RAC Host Country agreements model developed – 2016-2021 PoW and mid-term strategy in preparation – MedPartnership to be completed by end of 2015 – Sustainable Events Toolkit operational – Technical assistance to PAP/RAC to green the regional MedPartnership meeting – Application of guidelines to December 2012 Workshop on ICZM Protocol – Workshop on green events for MAP event’s organizers (GRECO); and for the UFM secretariat
Output 1.2. Implementation gap filled: Contracting Parties supported in meeting the objectives of BC, protocols and adopted strategies			
Indicators: – No of regional policies guidelines and plans adopted, implemented and funded	Targets 2012-2013: – Minimum of 3 or 4 regional policies/plans/guidelines assessed, updated, or finalised (MSSD, ICZM, SAPBIO, SAPMED)	Targets 2014–2015: – Draft Regional Strategy for Prevention of and Response to Marine Pollution from Ships ready for adoption in 2015 – Climate Change Adaptation Framework prepared, reviewed by MSCD and submitted for consideration by COP19	COP17/2012 – Action plan for implementation of the ICZM Protocol (IG.20/2) – 3 Regional Plans related to LBS Protocol (IG.20/8) Underway – Review of MSSD underway per Decision 21/11 – Action Plan for Implementation of the Offshore Protocol under development (IG.20.12) – Climate Change Adaptation Framework under

⁸⁹ http://195.97.36.231/dbases/MAPmeetingDocs/14BUR78_6_ENG.pdf

– A regional strategy on marine litter adopted by 2011 – Regional strategy on ships ballast water management adopted by 2011 – Number of environmental inspectors per number of facilities – Database and guidelines on illegal hazardous waste movements prepared by 2012 – MSSD indicators populated and reported against – Performance and accessibility of the on-line reporting system (reports on-line and accessible on time)	– 2 pilot projects on marine litter management implemented – 4 countries assisted in the implementation of the marine litter strategy – 3 Countries assisted for the improvement of the inspection systems – 22 Contracting Parties submit reports on the implementation of the Convention and its Protocols; – Compliance challenges in at least two issues identified/facilitated – Integrated assessment policy in accordance ecosystem approach finalized – Integrated Monitoring Programme developed – MSSD updated according to	– development for COP19 – Action Plan on SCP under development per Decision IG.20/10 – Strategic framework for marine litter management (IG.20/10) adopted 2012 – Regional plan on marine litter management (IG.21/7) adopted 21/7 – Further activities planned from 2014 though EcAp project – Regional strategy addressing ship's ballast water management and invasive species (IG.20/11) adopted 2012 – No available data – No record that this has been completed - indicator has been modified to 2014 – 2010 MSSD Assessment included recommendations on the existing set of indicators and methodological sheets. Work on revision of indicators undertaken in 2010. No record of recent population of indicators – Information on compliance reporting is now included in COP Reports (Decision IG.21/1) – 14 Parties had reported on the period 2012-2013 as of December 2013. – One compliance issue was identified but there is no record on follow up – Underway (2014) – Assessment and monitoring programme under development building on Decision IG.21/3 – Review of MSSD underway per Decision 21/11	– First EcAp implementation cycle completed – Integrated Monitoring and Assessment Programme and framework of Programme of Measures under EcAp adopted – MSSD revised and adopted
	(EcAp)		
	(MSSD)		

	SCP and green economy criteria – At least 12 countries assisted to implement regional policies/plans and guidelines at the national level; including the alignment of their NSSD with MSSD; – 2 countries supported in the implementation of the SCP National Action Plans;		<i>No available data on NSSD Development</i>
(SCP)	– 2 countries supported in the implementation of the SCP National Action Plans;	– A Mediterranean SCP Methodology and Toolkit developed and endorsed by the Parties	– SCP methodology toolkit for policy makers developed under SWITCH-Med – Decision IG.21/10 on development of an Action Plan – First draft of the SCP Action Plan and roadmap – (See Output 3.3)
(SPAMIs)	– 3 SPAMIs management performance assessed and evaluated		
Output 1.3. Knowledge and information effectively managed and communicated			
Indicators: – Information and communications strategy developed and adopted and implemented – State of the environment report published biennially and State of the environment and development report published every 4 years – Marine and coastal data made accessible to Contracting Parties	Targets 2012-2013: – At least 2 major MAP communications to the press on key issues held – 2 Medwaves issues published through internet – At least 3 MAP success stories communicated to the public – Coast Day celebrated in 2 countries – Revised MAP website operational in 2012 – SoED report issued – Marine and coastal data accessible through a developed CHM and Med GIS	Targets 2014-2015: – Two Mediterranean Coast Day celebrations organized – Information systems for pollution indicators upgraded and process started on other	– Last <i>Medwaves</i> available online - Oct 2010 – Press event on State of Environment reporting in 2010 – Organization of five annual coast days (Slovenia – 2010, Algeria – 2011; Croatia - 2012, Italy – 2013, Tunisia -2014) – Several RAC websites updated – Press releases linked to project activities – UNEP/MAP: <i>State of the Mediterranean Marine and Coastal Environment</i>, UNEP/MAP – Barcelona Convention, Athens, 2012. – Plus <i>Highlights for Policy Makers</i> – Med GIS biodiversity information system operational at http://medgis.medchm.net/ but information appears dated

- No of policies, reports and publications submitted to stakeholders and public at large and at least 1 symposium per year - Functioning InfoMAP system	biodiversity information system (SPA/RAC node) 3 in-depth sectorial assessment published (pollution, biodiversity, ICZM) - ICZM Governance platform operational in 2012 (PAP/RAC node) - InfoMAP Regional node operational and used by MAP Components and CPs in 2012, linking together MAP components nodes - MED POL node operational and used by countries as of 2012	EcAp indicators. - Database on alien species and MPAs (MEDGIS) functioning - Platform established for Climate Variability and Change in the Mediterranean	Underway - Active development of CVP platform with UNEP/GRID - Reports on the current state of the spatial planning systems prepared for six countries - Report on economic value of sustainable benefits from Mediterranean marine ecosystems prepared (See 3.1) - Assessment of magnitude of nutrients from diffuse course prepared (See 4.1) - ICZM Governance platform operational under PEGASO Project⁹⁰ - INFOMAP portal online - MEDPOL information development system operational in 2013; regional node for marine monitoring on pollution completed (5CPs tested)
Theme 2: Integrated coastal zone management			
Output 2.1. Coastal zone management achieves effective balance between development and protection (sustainable development of coastal zone)			
Indicators: Number of ports/marinas with adequate reception facilities compared to number of ports/marinas in the country	Targets 2012-2013	Targets 2014-2015:	<i>Work on ports and marinas has been constrained by limited resources during the period covered by the evaluation, and there is no evidence that improvements in reception facilities can be attributed to the PoW in</i>

⁹⁰ <http://www.pegasoproject.eu/iczm-platform-5>

– Number of pilot projects implemented – Numbers of Contracting Parties incorporating guidelines on artificial reefs	– 1 country assisted to finalise the CAMP – 4 countries assisted to implement CAMPs – Biodiversity and SCP issues integrated in at least 3 ICZM processes	– New generation of CAMPs to scale-up Coastal Zone Plans in line with ICZM Protocol developed – Integrated River Basin Management (IRBM) plan for 2 water bodies finalized	<i>this period</i> – Substantial ongoing effort on pilot projects spanning seven countries (5 CAMPs plus two MedP demonstration projects) including two new CAMP initiatives – IRBM planning linked to Buna Bojana site (application of integrated methodological framework) and the Reghaia plan, both close to be finalised – SCP integrated into CAMP Levante de Almeria <i>There is no record of any work having been undertaken to support implementation of the 2005 and 2010 guidelines on artificial reefs and there were no related activities in biennium work programmes.</i>
(Guidelines)	– ICZM Guidelines updated	– Guidelines for ICZM updated in line with the Protocol requirements	– Guidelines for the preparation of National ICZM Strategies prepared
(Indicators)	– ICZM indicators finalized		– ICZM process document loaded onto coastal wiki – ICZM Reporting Format agreed (Decision IG.21/2)
(National Plans and Strategies)	– 4 countries assisted to prepare ICZM Plans and ICZM National Strategies	– 2 National ICZM Strategies finalized – Mediterranean ICZM Governance platform operational – Regional Action Plan on Aquifer management finalized for	– Assistance provided to four countries towards development of ICZM national strategies and plans – Croatia, Montenegro, Albania (through the transboundary plan for Buna/Bojana) and Algeria. – ICZM plan for Montenegro adopted in December 2014, – ICZM plan for Algeria validation at stakeholder workshop in November 2014; – ICZM Governance platform operational under PEGASO Project – Five of 12 national reports on assessment of risk and uncertainty related to the coastal aquifers were

		adoption, and results of demonstrations disseminated	validated by Project Focal Points by mid-2014
Theme 3: Biodiversity			
Output 3.1. Ecosystem services provided by the marine and coastal environment identified and valued			
Indicators: – A global valuation available by 2011 – At least 6 case studies achieved and published	Targets 2012-201 – 3 economic studies completed and published (economic impact of protected areas, and sustainable fisheries); – 20 experts trained on issues related to ecosystem services	Targets 2014-2015: – Case studies on Ecosystem services provided tested in at least 3 pilot MPAs	– Publication entitled ‘economic value of sustainable benefits from Mediterranean marine ecosystems’ published 2010 and available in French and Spanish versions – Economic studies on MPAs published – Three case studies on services provided by marine and coastal ecosystem <i>No related reporting</i>
Output 3.2. Biodiversity conservation and sustainable use, endangered and threatened species			
Indicators: – Adequate indicators set up – Number of changes in the status of species in the list of threatened species – Number of joint programmes for the conservation of endangered species – Number of Contracting Parties with national protection plans for endangered species – Number of planned actions achieved within the regional action plans – Number of guidelines elaborated (Action Plans)	Targets 2012-2013 : – 2 action plans on	Targets 2014–2015 – 2 APs (cetaceans and	<i>There is no evidence of these indicators having been tracked though efforts have been made in the programme areas described – see targets below</i> – Action plans under the Specially Protected Areas

	endangered species updated – Action Plan on Med dark marine habitats prepared,	corralligenous) successfully assessed – Action plans for the conservation of threatened species and key habitats successfully implemented	and Biological Diversity Protocol, including Monk Seal, Marine Turtles, Birds, Cartilaginous Fishes, and Dark Habitats approved through Decision IG.21/14 (2013)
(Assessments)	– 1 Atlas of seagrass meadows distribution in the Mediterranean – 1 reference list of pelagic habitat types established – 1 taxonomic Reference List prepared.	– EBSAs list in the Mediterranean presented to CBD COP12	– Mapping of sea grass meadows and habitats of particular importance for the marine environment in Mediterranean areas – EBSAs list in the Mediterranean presented to CBD COP12 – Elaboration of a reference list of pelagic habitats types
(Monitoring)	– 2 countries assisted to monitor Posidonia meadows – 3 countries assisted on monitoring and enforcement with regard to ballast water convention and strategy		– Training courses on the provision of the Ballast Water Management convention; compliance, monitoring and enforcement of the BWM convention;
Output 3.3. Network of Marine and coastal Protected Areas (MPAs), including Areas Beyond National Jurisdiction (ABNJ), extended, strengthened and effectively managed			
Indicators: – Number of MPAs created – Area covered by MPAs (km²) – MPA/SPAMI management plans evaluated	Targets 2012-201 – At least 2 Pilot projects for establishing joint SPAMIs and management plans drafted – New MPAs with their Management Plans Created – 3 SPAMIs management plans updated to include ecosystem based management approach – Guidelines and teaching tools on MPAs elaborated and	Targets 2014-2015: – Process of establishing 6 MPAs completed – SPAMI label enhanced – Coherence between SPAMIs and Fisheries Protected Areas improved – 22 SPAMIs successfully evaluated	– 7 SPAMIs added in 2012 per Decision IG.20/7 – One new MPA established in Greece – 2 national SPAMIs in Spain evaluated in 2010-2011 with findings reviewed by SPA focal points – 3 SPAMIs evaluated in 2012-2013 (Banc des Kabyles Marine Reserve / Habibas Islands / MPA of Portofino) per Decision IG.20/7 – A number of Guidelines on MPAs – Support to MedPAN 2nd Mediterranean MPA

	- made available – Mediterranean Conference on Marine Protected Areas organised – 200 managers of marine protected areas trained		- conference in November 2012 – .A number of regional trainings on MPAs
Theme 4: Pollution Control and Prevention			
Output 4.1. Early warning of pollution (spills, dangerous/hazardous substances)			
Indicators: – No of national contingency plans adopted/no of CPs – Maps on pollution sensitive areas and hotspots updated and published every two years – Trends of pollution levels reported every two years – Updated national monitoring programmes prepared and implemented in all Contracting Partners by 2014 – Reports on emerging pollutants requiring special attention produced as required – Riverine inputs of nutrients assessed and report published by 2013	Targets 2012-201 – All Contracting Parties have national contingency plan adopted; – Assessment of pollution status and trend prepared – Quality assurance data received from at least 15 countries – Adoption of Environmental Assessment Criteria (EACs) for key pollutants – Riverine inputs of nutrients assessed	Targets 2014-2015: – Maps on pollution sensitive areas and hotspots updated and published in 2015 – Support provided to update national pollution monitoring programmes in 10 countries – Lists of priority hazardous substances from LB sources including industrial ones updated and submitted to COP19 – A tool to assist in response operation to an oil spill is tested	– Two contingency plans for marine pollution approved – Assessment of trends of pollutants inputs – Assessment of data and development of pollution indicators for contaminants monitoring – Training courses on Data Quality Assurance (DQA) for monitoring in collaboration with IAEA – Guidelines on estimation of pollutant loads approved by MEDPOL FPs in 2014 ,country profiles prepared and pollutant loads information system elaborated in 2014 – Assessment of the order of magnitude of nutrients from diffuse sources – A number of regional workshop and Train the trainers course on preparedness and pollution response

		– Marine Litter Monitoring Guidelines drafted	– Regional plan for marine litter management 2013
Output 4.2. Lower levels of pollution in the Mediterranean marine and coastal environments			
Indicators:	Targets 2012-201	Targets 2014-2015:	
– Volume of investments in the framework of MeHSIP GEF, SP, bilateral cooperation and national expenditure in hotspot areas	– 10 countries supported to mobilise resources for implementing NAPs		– Assistance provided to 6 countries regarding NAPs implementation (IG.21/7)
– PRTR projects prepared for at least 4 countries	– 2 countries assisted to establish PRTR		– PRTR prepared in six countries (SEIS); PRTR national trainings and draft guidelines on PRTR under preparation
– Satisfaction questionnaire for managers of personnel trained in waste water treatment	– 40 experts trained in operation and management of waste water treatment plants		– National Training courses on Waste water Treatment Plant Operation – Assessment report on waste water treatment plant of coastal cities
– Number of compliance reports on pollution standards in bathing and shellfish growing waters	– 20 compliance reports sent		– Large number of Bathing waters quality profiles prepared
(Law enforcement)	– A regional network of magistrates and law enforcement officials involved in marine pollution from ships is set up and functioning	– Functioning Mediterranean network of law enforcement officials	– Network of Law Enforcement Officials related to MARPOL established (IG.21/9).
Other	– 3 capacity buildings for each 4 countries on ESM of PCBs held including Web pages and brochures on ESM of PCBs for the 4 countries operational – 6 countries assisted in the application of BATs and BEPs and alternatives for the prevention and minimization	– 21 NAPs to combat pollution from land based sources updated taking into account in particular the Marine Litter Regional Plan. – Plan developed for the implementation of the Regional Plans under art 15 of the LBS protocol – 7 National Inventories of Mercury contaminated sites	– Regional plan on POP implemented in 4 countries – Regional plans on Mercury, on 10 POPs of the Stockholm Convention and on the BOD in food sector endorsed in May 2011 and became legally binding on 8 October 2012 to the 17 parties to the LBS protocol – A number of Guidelines including : Guidelines for PCB management; Guidelines on BEPs for sound management of mercury;

	of mercury, new POPs and BOD from the food sector – 2 local NGOs including the POPs in their work programmes and disseminating the awareness material to 200 people	developed – 4 pollution control and prevention guidelines prepared	
Theme 5: Sustainable consumption and production			
Output 5.1. Drivers affecting ecosystems addressed: economic activities, patterns of consumption, infrastructure and spatial development, transport			
Indicators: – 10 pilot destinations for tourism studied to estimate the economic, social and ecological footprint – Guidelines on sustainable mobility produced – Countries ratify convention on safe and environmentally sound recycling of ships Public administration: – Number of administrations supported in adopting green procurement and eco-building policies as a result of activities Private sector: – Number of businesses supported in adopting eco-labelling, cleaner production and corporate social responsibility as a result of activities	Targets 2012-2013 – 2 countries receive capacity building on SPP to develop the National Action Plans – At least 1 country committed implementing the National Plan on SPP – 100 new entrepreneurs are trained on green entrepreneurship – 100 green entrepreneurs are provide with technical advice and support	Targets 2014-2015: – 100 New Green Entrepreneurs trained and the 5 best ones receive technical and financial advisory services	– Regional Study on the impact of cruise activities and leisure on the environment – Publication on Urban mobility and sustainable development in the Mediterranean” and 8 Case studies ‘Profiles for sustainability – Regional studies on Waste management and on economic valuation of water savings Underway (2014) – 6 national action plans on sustainable public procurement under preparation – A number of entrepreneurship seminars and Workshop on Green Entrepreneurship and Eco-Design – Methodology for Training in Eco-entrepreneurship and Eco-design – A large number of Capacity building activities on

Universities: – Number of universities supported in including SCP in their curriculum NGOs/civil society: – Number of consumer associations that increase green product consumption	– 7 Pilot projects for innovative sustainable entrepreneurship identified and implemented – Regional Platform for Green Competitiveness and Greco Antennas fully operative – At least 2 SMEs applying for CP financial schemes – 1 award for innovation for green economy granted to an entrepreneurship project initiative and disseminated among Mediterranean countries – At least 2 Mediterranean Universities have 2 of the 3 courses in SCP, Environmental Policies and POPs – At least 2 Mediterranean Universities introduced in academic programmes SCP and SPP concepts – 2 local NGOs including the POPs in their work programmes and disseminating the awareness material to 200 hundred people – 15 Capacity Building activities on SCP successfully organized for at least 450 professionals – Partnerships and MoUs signed to boost projects	– 25 CSOs trained on SCP and 1CS lead SCP initiatives are successfully launched – SCP measures and objectives are integrated in national development processes of 5 countries – 25 new national stakeholders'	mechanisms to finance green technologies, on SCP, green public procurement, banking, green jobs, Public Procurement for Administration staff (H2020) – A large number of National trainings on Green Economy and one regional training on green jobs (H2020) – Nine green antennas established within GRECO – Organization of 'Green Shots' award – 29 MoUs signed with MEAs, government agencies, NGOs and project partners over the 2010-2014 period – MoU signed with the University of Malta in 2012 – Workshop at the University of Malta-Plan for Green Public Procurement – Drafts prepared for the Green Public Procurement Policy and Action Plan for the University of Malta – Methodological manual for educators on Sustainable Consumption and Production. – Trainings in SCP and pollution prevention and control and national trainings on Sustainable management and governance of industrial areas
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	jointly implemented	capacity improved on pollution prevention and industrial sustainable management in sectors targeted by the LBS Protocol	
Theme 6: Climate Change			
Output 6.1. Mediterranean region able to face climate change challenges through a better understanding of potential ecological impacts and vulnerabilities			
Indicators: – Climate change impact indicators available specific to the Mediterranean region – At least 2 studies available on impact of climate change and sea level rise – Number of sectoral or cross-cutting vulnerability studies	Targets 2012-201 – 2 pilot projects to test methodology for assessing CVC impacts and responses; Methodology and tools for mainstreaming CVC into national ICZM; – 1 pilot to test methodology and tools indicators of climate change impact on biodiversity in specially protected areas elaborated, – Assistance programme to 3 countries to address the CC issue and its impacts on natural marine habitats and endangered species developed; – TDA for the Mediterranean Basin revised with consideration of climate change and variability.	Targets 2014-2015: – Impacts of CC assessed in at least two pilot MPAs	– Climagine methodology developed – Demonstration sites: Croatia (Sibenik-Knin county) and Tunisia (Kerkennah Islands) and diagnostic processes underway – Revision of TDA is not included in ClimVar & ICZM post-inception workplan

	– Regional analyses of climate change and vulnerability and on the identification of vulnerable areas/hotspots drafted and published. – 1 Workshop for the raising awareness on the benefits of measures implemented to fight against Climate Change and POPs – Online Multi-country Information Sharing Platform on CV&C monitoring data established and operational – Methodology and tools for mainstreaming climate variability considerations into national ICZM planning and practices developed and tested	– Climate Variability and Change (CVC) training module developed on implementation, feeding and use the Data/Information Platform on Climate Variability and ICZM	Underway (2014) – Work initiated on CVC capacity building materials in 2014
Output 6.2. Reduced socio-economic vulnerability			
Indicators: – Availability of the report on climate change costs for the Mediterranean region ('Stern report for the Mediterranean') – No of sectoral guidelines prepared	Target 2012-2013: :	Targets 2014-2015 – Two socio-economic assessments of climate change impacts in two pilot sites prepared	Underway (2014) – Assessments underway using DIVA and Climagine methods at two pilot sites – Sixteen brief guidelines documents produced on CO₂ reduction in industrial sectors (2010-2011) – Preparation of report on CVC impact on banking and insurance sectors underway in 2014

– Framework document for integrated the Marine and coastal dimensions of national strategies on Mitigation and Adaptation	– Climate change Adaptation Framework finalised in 2013	– One ICZM plan with integrated CVC measures prepared	Underway (2014) – Draft Climate change Adaptation Framework undergoing expert review – CVC being integrated into ICZM Plans in being developed in Algeria and Montenegro – Climate change Adaptation Framework expected to be finalised in 2015
Output 6.3. Assess and provide information to reduce adverse environmental Impacts of mitigation and adaptation strategies & technologies			
Indicators: – Integration of environmentally sound desalination and waste water re-use assessed – Guidelines provided on how to assess environmental impact for at least 3 technologies – Report on risks of CO₂ sequestration activities	Targets 2012-2013 : – Assistance provided to 4 countries for waste water re-use – 2 projects on the linkages between Climate change effects and the presence of persistent organic pollutants	Targets 2014–2015: – Policy paper on desalination in the Mediterranean and on their impact on marine environment – Draft Guidelines on Carbon sequestration prepared	– Active involvement in EU-SWIM project and products including cumulative impacts of desalination activities in the Mediterranean as well as a policy paper – 2011 Blue Plan Report: ‘Adapting to Climate Change in the Water Sector in the Mediterranean: Situation And Prospects’ – Desalinisation – Framework of risks from potential carbon capture and sequestration (CCS) activities produced in 2012 No related reporting

Annex 8. Summary of Financial Information

Figure 8-1. Overview of Budget allocations by output and outcome in 5-year PoW and biennial PoWs

	5-year PoW Budget			Biennial PoW Budgets (Activities only)				
	Estimated cost at design EUR x 1000	Percentage of EXT Funding	Percentage of Total PoW budget	2010-2011	2012-2013	2014-2015	Total 2010-2015	Percentage of Total 6-year Budget
				EUR x 1000	EUR x 1000	EUR x 1000		
Theme I: Governance	11,979	53%	31%	9,417	10,397	5,051	24,865	41%
Output 1.1. - Strengthening Institutional Coherence, efficiency and accountability	3,453.0	42%	9%	2,499.2	3,074	1,463	7,036	12%
Output 1.2 - Implementation gap filled: Contracting Parties supported in meeting the objectives of BC, protocols and adopted strategies	3,902.0	35%	10%	2,164.7	4,177	2,996	9,338	15%
Output 1.3 - Knowledge and information effectively managed and communicated	4,624.0	77%	12%	4,752.6	3,146	592	8,491	14%
Theme II: Integrated Coastal Zone Management	4,395	23%	11%	1,302	2,827	2,270	6,399	11%
Output 2.1 - Coastal zone management achieves effective balance between development and protection	4,395	23%	11%	1,302	2,827	2,270	6,399	11%
Theme III: Biodiversity	5,035	77%	13%	2,336	2,574	2,176	7,086	12%
Output 3.1 - Ecosystem services provided by the marine and coastal environment identified and valued	650	85%	2%	265	394	20	679	1%
Output 3.2 - Biodiversity conservation and sustainable use, endangered and threatened species	1,015	14%	3%	369	530	998	1,897	3%
Output 3.3 - Network of Marine and Coastal Protected Areas (MPAs), including Areas Beyond National Jurisdiction (ABNJ), extended, strengthened and effectively managed	3,370	95%	9%	1,702	1,650	1,158	4,510	7%
Theme IV: Pollution Prevention and Control	7,815	76%	20%	4,619	3,600	2,550	10,769	18%
Output 4.1 - Early warning of pollution (spills, dangerous/hazardous substances)	2,550	31%	7%	1,054	1,257	646	2,957	5%
Output 4.2 - Lower levels of pollution in the Mediterranean marine and coastal environments	5,265	97%	14%	3,565	2,343	1,904	7,812	13%
Theme V: Sustainable consumption and production	4,578	93%	12%	2,050	3,605	2,152	7,807	13%
Output 5.1 - Drivers affecting ecosystems addressed: economic activities, patterns of consumption, infrastructure and spatial development more sustainable	4,578	93%	12%	2,050	3,605	2,152	7,807	13%
Theme VI: Climate change	5,054	81%	13%	1,063	2,293	566	3,922	6%
Output 6.1 - Mediterranean region able to face climate change challenges through a better understanding of potential impacts and ecological vulnerabilities	3,049	87%	8%	213	1,505	166	1,884	3%
Output 6.2 - Reduced socio-economic vulnerability	540	56%	1%	675	698	303	1,676	3%
Output 6.3 - Assess and provide information to reduce adverse environmental impacts of mitigation and adaptation strategies & technologies	1,465	78%	4%	175	90	97	362	1%
PoW Total	38,856	66%	100%	20,787	25,296	14,765	60,848	100%

Source: PoW Budgets

Figure 8-2. Overview Budget allocations by output and outcome in 5-year PoW and biennial PoWs showing percentage of budget secured on approval

	Biennial PoW Budgets (Activities only)					
	2010-2011		2012-2013		2014-2015	
	EUR x 1000	% Secured	EUR x 1000	% Secured	EUR x 1000	% Secured
Theme I: Governance	9,417	81%	10,397	39%	5,051	69%
Output 1.1. - Strengthening Institutional Coherence, efficiency and accountability	2,499	78%	3,074	37%	1,463	75%
Output 1.2 - Implementation gap filled: Contracting Parties supported in meeting the objectives of BC, protocols and adopted strategies	2,165	82%	4,177	27%	2,996	71%
Output 1.3 - Knowledge and information effectively managed and communicated	4,753	75%	3,146	59%	592	47%
Theme II: Integrated Coastal Zone Management	1,302	84%	2,827	24%	2,270	56%
Output 2.1 - Coastal zone management achieves effective balance between development and protection	1,302	84%	2,827	24%	2,270	56%
Theme III: Biodiversity	2,336	100%	2,574	65%	2,176	61%
Output 3.1 - Ecosystem services provided by the marine and coastal environment identified and valued	265	100%	394	57%	20	100%
Output 3.2 - Biodiversity conservation and sustainable use, endangered and threatened species	369	100%	530	59%	998	37%
Output 3.3 - Network of Marine and Coastal Protected Areas (MPAs), including Areas Beyond National Jurisdiction (ABNJ), extended, strengthened and effectively managed	1,702	100%	1,650	68%	1,158	81%
Theme IV: Pollution Prevention and Control	4,619	100%	3,600	74%	2,550	70%
Output 4.1 - Early warning of pollution (spills, dangerous/hazardous substances)	1,054	100%	1,257	64%	646	85%
Output 4.2 - Lower levels of pollution in the Mediterranean marine and coastal environments	3,565	100%	2,343	79%	1,904	65%
Theme V: Sustainable consumption and production	2,050	100%	3,605	37%	2,152	10%
Output 5.1 - Drivers affecting ecosystems addressed: economic activities, patterns of consumption, infrastructure and spatial development more sustainable	2,050	100%	3,605	37%	2,152	10%
Theme VI: Climate change	1,063	95%	2,293	64%	566	59%
Output 6.1 - Mediterranean region able to face climate change challenges through a better understanding of potential impacts and ecological vulnerabilities	213	88%	1,505	91%	166	28%
Output 6.2 - Reduced socio-economic vulnerability	675	96%	698	9%	303	64%
Output 6.3 - Assess and provide information to reduce adverse environmental impacts of mitigation and adaptation strategies & technologies	175	100%	90	33%	97	100%
PoW Total	20,787	90%	25,296	47%	14,765	57%

Source: PoW Budgets

Figure 8-3- Overview of Budgeted MTF/EU Contributions and Expenditure in 2010-2011 and 2012-2013

Component	Core Funding (MTF/EU vol.)	Approved Budget 2010-2011	Actual expenses 2010	Actual expenses 2011	Actual expenses 2010-2011	Expenses as Percentage of Approved Budget 2010-2011	Approved Budget 2012-2013	Actual expenses 2012	Actual expenses 2013	Actual expenses 2012-2013	Expenses as Percentage of Approved Budget 2012-2013
C. Unit	Staff/Oper.	1,814,164	783,302	860,717	1,644,019	90.6	1,722,445	673,067	616,115	1,289,182	74.8
	Activities	1,602,586	191,733	736,170	927,903	57.9	1,018,715	21,756	247,143	268,899	26.4
	Total	3,416,750	975,035	1,596,887	2,571,922	75.3	2,741,160	694,823	863,258	1,558,081	56.8
MEDPOL	Staff/Oper.	1,106,471	531,838	587,708	1,119,546	101.2	1,324,049	361,223	142,000	503,223	38.0
	Activities	1,412,189	335,098	508,164	843,262	59.7	1,121,000	117,278	867,201	984,479	87.8
	Total	2,518,660	866,936	1,095,872	1,962,808	77.9	2,445,049	478,501	1,009,201	1,487,702	60.8
WHO	Staff/Oper.	413,532	0	413,532	413,532	100.0	NA				
	Activities	273,000	0	273,000	273,000	100.0					
	Total	686,532	0	686,532	686,532	100.0					
BP/RAC	Staff/Oper.	1,285,782	489,138	614,588	1,103,726	85.8	1,008,852	435,436	568,446	1,003,882	99.5
	Activities	350,322	48,296	234,330	282,626	80.7	277,830	3,894	118,789	122,683	44.2
	Total	1,636,104	537,434	848,918	1,386,352	84.7	1,286,682	439,330	687,235	1,126,565	87.6
PAP/RAC	Staff/Oper.	1,151,608	495,908	551,429	1,047,337	90.9	970,867	444,180	474,876	919,056	94.7
	Activities	471,783	88,331	229,735	318,066	67.4	323,000	25,473	127,180	152,653	47.3
	Total	1,623,391	584,239	781,164	1,365,403	84.1	1,293,867	469,653	602,056	1,071,709	82.8
REMPEC	Staff/Oper.	1,578,646	728,871	659,258	1,388,129	87.9	1,302,024	588,242	650,842	1,239,084	95.2
	Activities	321,500	62,579	144,410	206,989	64.4	151,225	-109	83,441	83,332	55.1
	Total	1,900,146	791,450	803,668	1,595,118	83.9	1,453,249	588,133	734,283	1,322,416	91.0
SPA/RAC	Staff/Oper.	928,599	371,334	417,338	788,672	84.9	773,660	323,936	363,687	687,623	88.9
	Activities	642,700	156,954	424,182	581,136	90.4	501,962	41,275	321,674	362,949	72.3
	Total	1,571,299	528,288	841,520	1,369,808	87.2	1,275,622	365,211	685,361	1,050,572	82.4
SCP/RAC	Staff/Oper.	0	0	0	0		0	0	0	0	
	Activities	2	0	0	0		2	0	0	0	
	Total	2	0	0	0		2	0	0	0	
INFO/RAC	Staff/Oper.	0	0	0	0		0	0	0	0	
	Activities	0	0	0	0		0	0	0	0	
	Total	0	0	0	0		0	0	0	0	
TOTAL	Staff/Oper.	8,278,802	3,400,391	4,104,570	7,504,961	90.7	7,101,897	2,826,084	2,815,966	5,642,050	79.4
	Activities	5,074,082	882,991	2,549,991	3,432,982	67.7	3,393,734	209,567	1,765,428	1,974,995	58.2
	Total	13,352,884	4,283,382	6,654,561	10,937,943	81.9	10,495,631	3,035,651	4,581,394	7,617,045	72.6

Source: Summarised from data provided by the Coordination Unit

- Notes: 1) INFORAC's allocation (66,000 EUR in 2010 and 66,000 EUR in 2011) is included in C. Unit, as there was an SSFA signed
2) Amounts are NET, i.e. do not include PSC
3) WHO activities were considered to be part of the MED POL activities. There are two posts in the approved budget for 2010-2011

Figure 8-4- Overview of Expenditures on POW Activities based funding managed by UNEP MAP

Component	Actual expenses 2010 EUR x1000	Actual expenses 2011 EUR x1000	Actual expenses 2010-2011 EUR x1000	Actual expenses 2012 EUR x1000	Actual expenses 2013 EUR x1000	Actual expenses 2012-2013 EUR x1000	Expenses 2010-2013 EUR x1000
MTF/EU Activities Only							
C. Unit	191,733	736,170	927,903	21,756	247,143	268,899	1,196,802
MEDPOL	335,098	508,164	843,262	117,278	867,201	984,479	1,827,741
WHO	0	273,000	273,000				273,000
BP/RAC	48,296	234,330	282,626	3,894	118,789	122,683	405,309
PAP/RAC	88,331	229,735	318,066	25,473	127,180	152,653	470,719
REMPEC	62,579	144,410	206,989	-109	83,441	83,332	290,321
SPA/RAC	156,954	424,182	581,136	41,275	321,674	362,949	944,085
SCP/RAC	0	0	0	0	0	0	0
INFO/RAC	0	0	0	0	0	0	0
TOTAL MTF /EU	882,991	2,549,991	3,432,982	209,567	1,765,428	1,974,995	5,407,977
Project (UNEP EXT)	2,505,304	1,587,396	4,092,699	2,325,735	4,167,881	6,493,616	10,586,316
TOTAL	3,388,295	4,137,387	7,525,681	2,535,302	5,933,309	8,468,611	15,994,293
Percentage EXT	73.9	38.4	54.4	91.7	70.2	76.7	66.2

Source: Summarised from data provided by the Coordination Unit

Notes:

1) Data for project (EXT) expenditure, total expenditure and percentage of EXT funding are indicative since they are based on used of a single EUR/USD for each biennium (the applicable rate at the time the PoWs were approved). In practice exchange rates over the four year PoW period covered have fluctuated significantly.

2) Parallel funding is not included in this table since data were not available

Annex 9. Brief CVs of the Consultants

SARAH HUMPHREY, PhD

Profile

Over 20 years working on environmental research and policy, project and programme development and institutional strengthening with a wide range of non-governmental, intergovernmental and research organisations in Europe and Africa. Technical background in environmental management, policy and governance, sustainable development, conservation, and project and programme evaluation

Education

Open University Business School: MBA

Department of Marine Sciences and Coastal Management, University of Newcastle

PhD: *Analysis of Approaches for Evaluating the Success of Coastal Management in Europe*

King's College, University of London: BSc. (Hons Class I): Human Environmental Science

Employment

From 2008 **Consultant in Environment, Sustainable Development and Conservation** for WWF, IUCN, Oxfam, UNEP, UNDP, European Commission, WIOMSA, and others

2000 - 2007 **WWF International, Gland, Switzerland**
Programme Officer, Africa and Madagascar Programme

1999 – 2000 **European Commission, Brussels, Belgium**
Stagiaire, Environment Directorate: Nature, Coastal Zones and Tourism

1997 - 1999 **University of Newcastle, UK**
Research Associate, Department of Marine Sciences and Coastal Management

1996 - 1997 **Western Indian Ocean Marine Science Association (WIOMSA), Zanzibar, Tanzania** Development Officer

1990 - 1995 **IUCN - The World Conservation Union, Switzerland & Kenya**
Research Assistant then Programme Officer, Marine and Coastal Programme

SARAH LUCAS

Profile

Legal consultant specialized in environmental law with extensive experience in project management relating to environmental governance and biodiversity issues - including protected areas, species, green economy. Technical assistance to governmental, non-governmental and intergovernmental organizations in policy analysis, international processes, revision and development of environmental legislation.

Education

Master's Degree in Environmental Law (LLM) University Robert Schuman, Strasbourg, France

Employment

- From 2013** **Consultant in Environment Law** for IUCN, International Development Law Organization (IDLO), European Commission
- 2009 - 2013** **IUCN Environmental Law Centre, Bonn, Germany**
Legal Officer (Environmental governance, Protected Areas, Species, Green Economy)
- 2008 – 2009** **Justica Ambiental, Maputo, Mozambique**
Project Officer
- 2007 - 2008** **Shrimp Farmers Association, Maputo, Mozambique**
Project Officer
- 2006** **French Southern and Antarctic Lands (TAAF), Reunion, France**
Legal trainee