

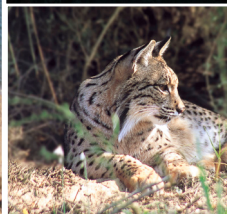


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# Is the Union for the Mediterranean paving the way for sustainability?

- Discussion Paper -  
Revised October 2010



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# Foreword

On the 13th of July 2008, political leaders of the highest level in Europe and the Mediterranean region launched the “Union for the Mediterranean” in the continuity of the Euromed and Barcelona Convention process, aiming at strengthening cooperation. The Mediterranean region, large but still small considering its surface on the planet, unique due to its geographical and social characteristics and with a complex history, from division and competition to an often enforced political union definitely deserves particular attention from the Heads of State.

A great part of the flagship projects carried by the Union for the Mediterranean (UfM) are related to sustainable development, environment or natural resources management and energy. The contrary would have been surprising in a region where for centuries the geography, nature and climate have always had a particular influence on the growth of ancient civilisations, “building their prosperity on the wheat, olive and vineyard triptyque”, as Fernand Braudel said.

WWF has been working in the Mediterranean for almost 50 years. First of all in Italy in 1966, then a few years later in other countries of the northern shore and more recently, in the nineties, by developing projects and offices in countries of the eastern and southern shore. Considering the threats to nature and the environment but also the opportunities for sustainable development that the region is offering, WWF offices based in Mediterranean countries and in Brussels have joined the efforts and experience of almost 300 people, within the “WWF Mediterranean Initiative”, to propose realistic solutions and actions to preserve the outstanding biodiversity richness and to create conditions for people’s well-being, built on long term ecosystem based management.

WWF sees the UfM as an opportunity for “greening” the Mediterranean at a time when the Heads of State are to decide at their Summit meeting in 2010 on the next 2 years program of work to be implemented by the UfM Secretariat. This document provides an overview of the Barcelona Process and the Union for the Mediterranean. It summarises our vision for a more sustainable Mediterranean, and puts forward solutions on issues that WWF is working on. It is a basis for discussion and exchange and above all, a call for action!

We wish you pleasant reading.



# Overview

## The Context of the Union for the Mediterranean

Euro-Mediterranean environmental co-operation can be traced back to the 1975 first Mediterranean Action Plan (MAP) and the 1976 Barcelona Convention<sup>1</sup>. In 1995, the Convention was amended, expanding its focus to include sustainable development and the coastal areas. The same year saw the signature of the Barcelona Declaration between the European Community and its Mediterranean neighbours, along with the establishment of the Euro-Mediterranean Partnership (EMP). Comprising fifteen EU Member States and ten Mediterranean Partner Countries (MPCs), the EMP's primary aim was to establish a common area of peace, stability, security and shared prosperity in the Mediterranean region by focusing on three areas - strengthening of the political and security dialogue, developing economic cooperation and free trade, and a greater emphasis on human, social and cultural dialogue.

The Barcelona Declaration focused on regional issues such as the environment, and highlighted a number of key areas for cooperation at regional level. Within its economic and financial objectives, these "Regional Programmes" identified specific areas of focus for the EMP including Energy, Environment, Transport, Agriculture, Tourism, Water and Fisheries. Although the EMP was slow to initiate these programmes, once established it supported regional cooperation in a number of key areas and moved forward some successful projects.

A major achievement of the EMP was the introduction of bilateral Association Agreements signed under the Barcelona Declaration between the EU and all EMP partners<sup>2</sup>. These agreements, signed to help facilitate the establishment of a Mediterranean Free Trade Zone (MFTZ), form the main contractual arrangements governing relations between the EU and MPCs,

formalising the political, economic, financial and social cooperation objectives of the Barcelona Process. The Action Plans signed under the Association Agreements are individually tailored as bilateral agreements between each partner country and the EU. Each Action Plan contains commitments to support reform measures in many areas relevant to economic integration such as trade, technical standards and conformity assessment procedures and the environment. These developments were complemented on the tenth anniversary of the Barcelona Process by the launching of the EMP five-year work plan for the period 2006-2010, designed to encourage political, economic and socio-cultural relations across the region. In particular, it includes a commitment to develop a de-pollution road-map by 2020 (the future Horizon 2020 initiative) and to promote environmental sustainability and implement the Mediterranean Strategy for Sustainable Development, adopted in November 2005 by the Parties to the Barcelona Convention. Along with the Association Agreements and Action Plans initiated under the EMP, the work programme received technical and financial assistance initially through the MEDA and TACIS Programmes and later by the European Neighbourhood and Partnership Instrument (ENPI)<sup>3</sup>, alongside bilateral contributions from Member States, FEMIP<sup>4</sup> and other financial mechanisms.

In addition, a number of initiatives and projects also add to the complexity of these different cooperation structures. These include amongst others, the Dialogue 5+5, an informal political structure bringing together five Maghreb countries and five EU Members States<sup>5</sup>. There are also two large on-going environmental projects, the UNEP/GEF Strategic Partnership for the Mediterranean Large Marine Ecosystem (LME) and the World Bank/GEF Sustainable Mediterranean Programme. With the implementation of the UfM, there is a risk of duplication or confusion amongst these various initiatives but also an opportunity to better coordinate them.

<sup>1</sup> The Barcelona Convention for the Protection of the Marine Environment and Coastal Region of the Mediterranean, amended in 1995 is the first multi-lateral agreement aimed at reducing pollution and protecting the marine environment of the Mediterranean Sea.

<sup>2</sup> Association Agreements signed between EU and (currently) 12 Mediterranean states - Algeria, Egypt, Israel, Jordan, Lebanon, Malta Morocco, the Palestinian Authority, Tunisia, and Turkey - Syria still to be concluded). As mentioned in the Commission Communication of 12 May 2010 "Taking stock of the ENP" (COM(2010) 207), several Mediterranean partners (Morocco, Israel, Jordan, Egypt, Tunisia and the Palestinian Authority) seek further enhancement of these bilateral relations, and an Association Agreement with Syria is ready for signature.

<sup>3</sup> From 2007 ENPI replaced MEDA and TACIS as the main financing instrument for the ENP, designed to promote enhanced co-operation and economic integration between the EU and its neighbouring partner countries.

<sup>4</sup> The Facility for Euro-Mediterranean Investment and Partnership. This is the European Investment Bank's key instrument in financing Euro-Mediterranean initiatives and the main funding pillar for three out of the six UfM "Priority projects": De-pollution of the Mediterranean, Maritime and Land Highways, and Mediterranean Solar Plan.

<sup>5</sup> These are Algeria, Libya, Morocco, Mauritania, Tunisia and France, Italy, Malta, Portugal, Spain.



## What's new in the UfM?

Prior to the launch of the UfM, the European Commission underlined the achievements of the Barcelona Process under the EMP, and made proposals of how best to channel a new impetus into the process<sup>6</sup>. Praising its promotion of multi-lateral and bilateral relations and its progress towards the establishment of the MFTZ, the Commission confirmed the validity of the goals and areas of cooperation under the EMP. However, it also stressed the need for a multi-national partnership, with a new focus on regional and transnational projects to increase the potential for regional integration. This set the scene for the introduction of the UfM into the EU policy agenda.

Initially started as a French initiative, the UfM has been endorsed by the European Council on March 2008. The UfM was formally established in Paris on 13 July 2008 at the first summit of European and Mediterranean Heads of States to reinforce the EMP, with the aim of building on its success and "to inject a new and continuing momentum into the Barcelona Process"<sup>7</sup>. It also increased the number of countries involved in the process<sup>8</sup>. Building on existing activities (in particular, it integrates the EMP) and reinforcing the main fields of cooperation established in Barcelona, the UfM aims at:

- Upgrading EU/MPC relations - by holding biannual summits between Heads of State and Government;
- Increased co-ownership and multilateral relations - through a co-presidency, institutional structures and a joint secretariat;
- Making relations more concrete and visible to citizens - through additional regional and sub-regional concrete projects.

With these objectives in mind, the final statement at the Marseille meeting in November 2008<sup>9</sup> heralded the introduction of the new institutional framework of the UfM. Biannual Summits will be held involving all Heads of States. A joint-permanent committee composed of representatives of the co-presidencies will prepare the meetings for senior officials and assist the co-presidencies in the preparation of Summits and Foreign Affairs. The Euro Mediterranean Parliamentary Assembly (EMPA), already established in 2004, was reaffirmed as the legitimate parliamentary element of the UfM. Finally, an autonomous body, the Euro-Mediterranean Regional and Local Assembly (ARLEM) was set up in Barcelona in January 2010 as a forum to discuss local cooperation

projects between the southern and northern coasts of the Mediterranean. It is a joint initiative of the EU Committee of the Regions, regional and local authorities of the Mediterranean coastal countries and European and international associations, representing regional and local authorities. ARLEM is calling to become a consultative body within the UfM.

The Marseille meeting stressed the importance of a project-based approach, with a need for cooperation in several areas, including economic and financial partnership, transport, water, tourism, agriculture and moving towards the MFTZ. Ministers also reviewed the progress in implementing the "priority projects" to sit at the heart of the Partnership's efforts. Some of these flagship projects were brand new, such as the Mediterranean Solar Plan and its objective of developing 20 GW of renewable energy capacity – mainly on wind and solar energy - on the south shore of the Mediterranean. Other projects built on existing initiatives established by the EMP, such as the Horizon 2020 Project<sup>10</sup>. The UfM therefore reinforced the existing process by focusing on concrete issues and giving them a regional perspective.

## Good Intentions: where do we stand two years later?

Two years after the inception of the UfM, it is important to assess its effect on the Barcelona Process. 2010 marks both the end of the first period of the UfM's implementation, and the deadline for the achievement of one of the main targets set out by the Barcelona Declaration in 1995, namely the realisation of the MTFZ.

A major challenge with the current UfM decision-making system lies in its ability to reach the highest level of involvement and balanced participation amongst the partner countries. Within this new institutionalization, the Secretariat and Co-presidency were given the central roles, with the intention of encouraging equal participation of the European and Mediterranean partners. Notably, agreeing upon the person to occupy the Secretary-General position took a whole year, and the nomination of the six General Deputy Secretaries was also subject to lengthy negotiations. Further disruptions to the Middle East peace process put a further strain on the decision-making process. For example, no final agreement could be reached on the Mediterranean Water Strategy, due

<sup>6</sup> Communication from the Commission to the Council and the European Parliament "Barcelona Process: Union for the Mediterranean COM(2008)319 final

<sup>7</sup> Paragraph 9, Joint Declaration of the Paris Summit for the Mediterranean, 13 July 2008.

<sup>8</sup> Increased the number of EU member states to 27 and MPC's to 16. Six countries were added to the original ten Mediterranean partners were Albania, Bosnia and Herzegovina, Croatia, Monaco, Mauritania and Montenegro. Libya has not accepted to join the UfM.

<sup>9</sup> The Marseille Euro-Mediterranean ministerial meeting of Foreign Affairs

<sup>10</sup> 3rd Euro-Mediterranean Ministerial Conference on the Environment, Cairo, 2006

to be adopted in Barcelona in April 2010. Similarly, the Cairo Ministerial Meeting on Rural Development and Food Security, to be held in June 2010, has been postponed and is now due before the end of the year.

The full impact of the Lisbon Treaty on the UfM structure is still uncertain. In particular, the Final Declaration of the Marseilles Ministerial Conference states that 'From the EU side, the co-presidency must be compatible with the external representation of the European Union in accordance with the Treaty provisions in force', adding that this includes the role of the Presidency and the European Commission in the external representation of the EU. The Commission's Communication of 20 May 2008 is more specific stating that 'the Presidency on the EU side will correspond to the President of the European Council and the President of the Commission (at the level of the Heads of State and Government) and the High Representative / Vice President of the Commission, at the level of Ministers of Foreign Affairs'. Under the Lisbon Treaty, the Presidency duration is two and a half years. At the same time, the non-EU co-president will be nominated by consensus for a term of two years<sup>11</sup>. These differences in duration and status (election versus nomination by consensus) may hamper the decision-making process. In addition, the roles of the co-presidencies need to be clearly defined along with their links to the EU presidencies and the European External Affairs Service (EEAS).

Similarly, the roles and complementarities of the UfM Secretariat and the European Commission are not yet clearly identified. As mentioned above, the UfM integrates a number of already existing activities and projects, most of them managed by the EU Commission. A striking example is the Horizon 2020 initiative.

In any event, the Commission will still play a central role in bilateral relations with MPC's through the pre-accession and accession negotiations, the European Neighbourhood Policy and the related financial instruments, Pre-accession Assistance (IPA) and ENPI, which are (and remain) managed by the Commission services. Launched in 2003, the ENP's main goal is to prevent the emergence of new dividing lines between the EU and its neighbours. Although this is a framework that covers many countries, relationships with those countries are arranged primarily in a bilateral way, as the Commission is promoting a country-specific approach "differentiated" according to each partner's political situation, its level of ambition with regard to the EU, its reform agenda and achievements, and its level of socio-economic development<sup>12</sup>.

Under the ENPI, indicative bilateral allocations for 2011-2013 show an increase of 12.8 per cent in relation to the 2007-2010 allocations for the MPC (interestingly, for the Eastern neighbouring countries, the allocations have increased by 57.9 per cent)<sup>13</sup>. At present, the EU funding in the region is scattered among different financial instruments. The EU Mediterranean countries fall under EU specific funding such as FEDER, INTERREG and LIFE. The neighbouring countries benefit mainly from bilateral, regional and thematic allocations under the ENPI<sup>14</sup>, along with thematic programmes under the Development Cooperation Instrument (DCI). The Balkan countries and Turkey are covered by pre-adhesion policy and as such are financed through the Instrument for Pre-accession Assistance (IPA). The current priorities for the different EU financing programmes relating to Mediterranean countries have been defined before the development of the UfM. Therefore, their priorities derived solely from the Barcelona Declaration and the Association Agreements. The ENPI programming documents are currently undergoing a mid-term review, which would be the opportunity to review these for the Mediterranean countries in line with the UfM policy.

The contribution of civil society to the decision-making process of the UfM and how it relates to these new institutions was until now unclear and limited. The Paris Declaration stressed the importance of the active participation of civil society in the implementation of the UfM<sup>15</sup> and in a 2009 Memo, the Commission suggested that one of the tasks of the Secretariat would include gathering of project initiatives from such groups as civil society<sup>16</sup>. With the exception of Horizon 2020, which is a model case, public participation during the two years of the UfM has progressively degraded. One example amongst others is the lack of timely access to information for the environmental NGOs invited as observers to the Mediterranean Water Strategy development process. Also, the basic principles of civil society – government relations, have not been respected in some cases. For instance, the Euro-Mediterranean Civil Society Conference in Ljubljana, Slovenia, which was planned for April 2010, had to be reformulated into a smaller-scale roundtable event due to objections from the Egyptian government about civil society involvement in the meeting. More generally, the EMP and the UfM have not provided for civil society and stakeholders' participation in terms of both access to information and ability to influence the decision-making process outcomes.

<sup>11</sup> Final Declaration of the UfM Marseilles Ministerial Conference, 3-4 November 2008

<sup>12</sup> Communication from the Commission, 'A Strong European Neighbourhood Policy', COM(2007) 774 final

<sup>13</sup> Iván Martín, 'Stratégie 2020: qu'en est-il de la Méditerranée?', Analyse de Confluences Méditerranée, 7 avril 2010..

<sup>14</sup> These include the Thematic Programme on Environment and Sustainable Management of Natural Resources (DCI), the Mediterranean Cross-Border Cooperation Programme (ENPI), the Regional Programme South (ENPI). In addition, the South-East Europe programme covers the Balkans, Turkey, Eastern European countries and some South-East EU countries.

<sup>15</sup> Joint Declaration of the Paris Summit for the Mediterranean, Paris, 13 July 2008

<sup>16</sup> EU Commission "State of Play, July 2009" MEMO/09/333

## Zoom on the environment

Environment is a key concern for the Mediterranean region. As described in the following sectoral chapters, the region is particularly prone to climate change. Water management, considering this resource scarcity, is a crucial issue. Biodiversity conservation is also seen as a priority, in particular the establishment of Protected Areas. Under the Barcelona process, the EU has initiated a range of initiatives and programmes aimed at addressing environmental issues. Although these have had mixed results, they constitute a foundation which the UfM should fully integrate.

The Short and Medium-term Priority Environmental Action Programme (SMAP) adopted in November 1997 promised a strong framework and action programme within the context of the EMP, with its focus on five “priority areas”, including Integrated Water Management, Waste Management, Hot Spots and Integrated Coastal Zone Management. However, while the programme was well designed and showed the potential to tackle a wide range of environmental problems, it lacked the impetus to really deliver due to the absence of political will and support at national level. In any event, SMAP’s main weakness has been the low level of transfer of project experience and results to policy making and planning process. Recent indications suggest that even after full implementation of the SMAP, its effectiveness and efficiency would be “mediocre”<sup>17</sup>. Nevertheless, the SMAP provided a strong framework for the process, indicating the potential of initiatives such as SMAP projects on Integrated Coastal Zone Management (ICZM) in raising awareness if implemented correctly.

The Athens Declaration (2002) reviewed the SMAP and stressed the importance of improved environmental integration into EMP policies at both national and regional level. While it contained some useful statements on synergies with other organisations and programmes and on climate change, it was not properly implemented and failed to bring about any real change.

The Cairo Declaration (2006) provided another opportunity to consolidate and build on developments which occurred with the framework of the Barcelona process, and introduced the Horizon 2020 initiative as the successor to the SMAP. Horizon 2020 was taken forward by the UfM as one of its flagship initiatives. The fact that it is project-oriented is one of its major strengths, providing a

focus for funding and resources. The specific areas for action required under Horizon 2020 included pollution reduction projects<sup>18</sup>, research, indicators and capacity building measures. In 2009, the Commission published its report on the first three years of Horizon 2020. The report highlighted the differing levels of progress being made in respect of each component. It also showed the positive progress which can be achieved when all stakeholders are involved in the process with full participation from Civil Society Organizations.

In terms of scope, the UfM focuses on energy through the MSP, water with the development of the Mediterranean Water Strategy and de-pollution through Horizon 2020. Less attention has been paid to other key environmental issues, in particular adaptation to climate change, biodiversity including marine protected areas and ICZM, and forestry, despite their importance. To take one example, biodiversity is a priority for the region as the Mediterranean is a global biodiversity hotspot, particularly rich in endemic species, which counts up to 50% of plant species, over 60% for freshwater fishes and amphibians, 35% of reptiles and 28% of mammals. While the Mediterranean represents only 0.8 per cent of the world’s seas, 10,000 to 12,000 marine species have been identified to date (almost 10% of global marine biodiversity) one fourth of which is endemic. Similarly, terrestrial biodiversity also represents 10% of the global terrestrial biodiversity.

As mentioned in the 2006 Mediterranean Environmental Strategy<sup>19</sup>, ‘While Horizon 2020 will address the key issues related to pollution in the Mediterranean, by itself Horizon 2020 cannot fully meet all of the goals’ foreseen in the Strategy. These goals should therefore be pursued through further actions and initiatives carried out in parallel. Interestingly, recent strategic documents underlined the need for a more progressive and integrated approach promoting a wider environmental strategy in the region<sup>20</sup>.

This remark is particularly important in view of the increasing responsibility of the EU following the adoption of the Marine Strategy Directive, which sets the framework for Member States to take the necessary measures to achieve or maintain good environmental status in the marine environment. In the case of the Mediterranean, reaching this target involves not only the EU Member States but also the other coastal countries. The UfM would constitute a useful framework for encouraging regional

<sup>17</sup> 2009 Evaluation of the Programme “Environmental Short and Medium-term priority Action Programme III (SMAP III), Final Report (Mr. François Busson and Mr. Philippe Staattsen), March 2009

<sup>18</sup> Such as the Mediterranean Hotspot Identification Programme (MeHSIP)

<sup>19</sup> Establishing an Environment Strategy for the Mediterranean, COM(2006)475 final

<sup>20</sup> Integrated Maritime Policy in the Mediterranean (2009), revised Non-Paper and draft Declaration for Ministerial on Environment in Dubrovnik (2010) and COM(2010)207.

cooperation with all Mediterranean countries to meet the targets and objectives laid down in the Directive, including the eco-system approach, one of the key principles of this Directive.

Finally, since the adoption of the Barcelona Declaration in 1995, the environmental NGOs, including WWF, have regularly expressed concern about the potential impacts and pressures of the MFTZ on the environment. Building on lessons learnt from other regional agreements, the NGOs raised alarm over the potential increases in resource consumption and pollution rates not only for the less developed of the MPC's which are already overexploiting their limited natural resources beyond sustainable rates, but also for European countries. They called for the elaboration of a Strategic Impact Assessment (SIA) of the MFTZ. The Commission

effectively launched and supported the assessment that was elaborated in 2004-2006 by Manchester University. NGOs and other stakeholders were largely consulted. However, despite the impressive number and relevance of recommendations resulting from the SIA, there is no evidence of any intent to implement them in the EuroMed or UfM processes. The SIA is rarely, if at all mentioned and its recommendations are not reflected in policy and planning documents. For instance, environmental concerns and the implementation of the recommendations of the SIA of the MFTZ have not been taken into consideration in the "Euromed Trade Roadmap beyond 2010" adopted at the 8th Ministerial Conference on Trade in Brussels (December 2009).

## Proposals

In its first two years, the UfM has strengthened several initiatives created under the previous EMP framework and added new ones. While the UfM has created a useful policy framework more needs to be done in terms of:

### 1. Greater attention to the Mediterranean Natural Capital

In general, more attention should be paid to the preservation of the priceless Mediterranean natural capital and the social and economic benefits it represents for future generations. The UfM should show strong leadership and make full use of all its potential, in particular its political weight and its capacity to mobilise funding and investment, to address threats to the Mediterranean "Natural capital", including precious assets such as forests and vegetation systems, water and marine ecosystems, and coastal regions. It should promote an eco-system approach, up-scaling of investments in the management and restoration of ecosystems and valuing the economic capital of nature in decision-making. Full integration of environmental concerns in all sectors, reinforced environmental cooperation, convergence with EU policies and legislation and full implementation of global environmental conventions would also contribute to halting biodiversity loss and ensuring ecosystem restoration in the region.

### 2. Full integration of environmental concerns in all sectors

Environmental concerns should be integrated at all stages of development and sectoral policies, promoting sustainable development. In particular, sectoral policies/programmes and investment projects should be systematically subject to strategic environmental assessments (SEA) and environmental impact assessments (EIA) and monitoring mechanisms should be in place to ensure that policies and project implementation takes place in compliance with the SEA/EIA results.

Integration of the environmental concerns in the development of the maritime policy and sectoral policies and programmes should be achieved through the implementation of integrated approaches to natural resources management, in particular those followed by the Water Framework Directive, the Marine Strategy Framework Directive and the Integrated Coastal Zone Management Protocol to the Barcelona Convention.

A clear commitment from the European Commission, the EU and Partner countries to fully incorporate the SIA MFTZ recommendations has now become an urgent necessity in all future trade negotiations, the operation of Association Agreements and the design, implementation and review of European Neighbourhood Policy Action Plans. In addition, full stakeholder and parliamentary involvement in these processes is long overdue, and should be instituted now.



### 3. Reinforced environmental cooperation

Cooperation on priority areas already on the UfM agenda needs to be combined with increased attention to and promotion of regional cooperation on environmental issues not yet or not properly covered in the past two years.

The UfM agenda is built around priority areas, including energy (Mediterranean Solar Plan), water (Mediterranean Water Strategy) and de-pollution (Horizon 2020). We welcome the focus on environmental governance at the regional level through projects such as Horizon 2020. The success of such projects should be built upon and used as a model to inspire projects in other areas. However, care should be made not to focus too heavily on specific initiatives at the expense of other sectors such as adaptation to climate change, biodiversity including marine protected areas and ICZM, and forestry. A more balanced application of resources across all sectors is to be encouraged.

### 4. Convergence with EU environmental policies and legislation and full implementation of global environmental conventions

Convergence with EU policies and legislation should be strongly encouraged in particular in view of the current strengthening of bilateral contractual relations. This is seen as especially important in relation to key framework instruments such as the Water Framework Directive (in particular the river basin approach), the EIA and SEA Directives, Natura 2000 and Birds Directives, the Energy Performance of Building Directive, the Renewable Energy Directive and the Marine Strategy Directive. A new flagship initiative on environmental governance should be established to more systematically support enhanced MPCs' capacity to develop equal environmental policy frameworks and tools.

The UfM should also take the lead in encouraging the full and effective implementation of global

environmental conventions, in particular the Ramsar Convention, the Convention on Biological Diversity, the United Nations Framework Convention on Climate Change and the United Nations Convention to Combat Desertification.

### 5. Coordination with other relevant environmental initiatives and actors in the region

The Mediterranean region is characterised by a multiplicity of regional initiatives and organisations, several of those with a specific focus on environment. The UfM should foster greater coordination between these. Particular attention should be paid to collaborating closely with UNEP/ MAP. Such coordination is already taken place through different fora, such as working groups under Horizon 2020, and should be actively pursued. Synergies with international initiatives and actors, and in particular the UNEP/GEF Strategic Partnership for the Mediterranean LME project and the World Bank/GEF Sustainable Mediterranean Programme, should be encouraged. Such coordination will facilitate a pooling and focus of resources (e.g. financial, research, monitoring) and expertise, as well as information sharing between organisations.

### 6. More inclusive decision-making

The decision making process needs to be more efficient and generally more inclusive of civil society and CSO's. It is of outmost importance to implement the Paris "goodwill" declaration and to clarify exactly how civil society and CSO's will be engaged. Public consultation and participation to decision making processes, including in bilateral negotiations, should be required and become mandatory. It should be formalised in such a way that CSO's are actively engaged with as early as possible in the UfM, notably by designating a CSO focal point at the UfM Secretariat. The promotion of involvement of CSO's in a policy and monitoring role will help to build a strong regional identity and depoliticise the process. This would be facilitated through supporting NGO platforms and NGO thematic fora at national and

<sup>21</sup> As in the Eastern Partnership context.

regional levels and ensuring timely access to information. Finally, those areas where civil society and CSO participation has been successful should be identified and applied to other areas where such CSO participation is required.

## 7. Improved transparency and visibility

CSO, citizen and stakeholder participation and inclusiveness will be encouraged through greater transparency in the overall decision-making process, including updates on the role and status of the Co-presidency, Secretariat and the Euro Mediterranean Parliamentary Assembly (EMPA).

This should include clearer information and consistency on the purpose and function of the UfM. When involved in the decision-making process, for example as observers, CSO's should be provided with timely and comprehensive information. Transparency would also be greatly improved through systematic evaluation and monitoring of the projects, in which CSO's could be involved.

It is also suggested that the visibility of the UfM be raised, in particular through a dedicated website providing more information on the relationship between frameworks, initiatives and sectors. Currently, only details within the water sector are available<sup>21</sup>.

## 8. Clearer EU's role and coherency within EU activities

The UfM institutional structure is built upon the principles of co-ownership and leadership, through, in particular, the setting of the UfM Secretariat, the two co-presidencies and meetings of Head of States and Governments. While it brings a new political dimension to the Barcelona process, [on the operational side, the crucial support role of the European Commission both in terms of coordination and management](#) should be recognised. Clear involvement of the Commission in the UfM would ensure notably coherency amongst the various activities and instruments of the EU and its Member States and would bring continuity with previous initiatives, which should be consolidated and built on. This holds true in particular with regard to the incorporation of the EMP different work programmes within the UfM. Within the framework of EU funding, and in particular the ENPI, priorities should be redefined as the available resources will now serve new priorities decided under the UfM and the priorities of the different regional programmes should be aligned to those of the UfM. At the same time, the already planned or ongoing projects under the EMP should not be affected. This will involve striking a difficult balance between ensuring continuity for the financing of existing projects and efforts to align with new priorities. Internal coordination within EU institutions is also crucial. This relates mainly to the Commission, the Parliament, the Council, the European Environmental Agency and the EIB/FEMIP.

<sup>21</sup> <http://www.ufm-water.net/>



# Chapter 1: Energy

## Context

In the EU's Mediterranean Partner Countries<sup>1</sup> (MPCs), primary energy demand is predicted to increase by 70% in the next 20 years<sup>2</sup> if no serious energy conservation measures are taken. Only a rapid growth in renewable energy combined with energy efficiency measures, both based on comprehensive and balanced energy reforms, will prevent a twofold increase of CO<sub>2</sub> emissions by 2050.

Although renewables have doubled over the last three decades, their relative share is much lower (7% in 2005) than in the 1970's, when they accounted for 18% of the Total Primary Energy Supply (TPES). This is due to the increase in TPES, from 50 Mtoe in 1970 to 280 Mtoe in 2005<sup>3</sup>. In mid-2007<sup>4</sup>, total RE-based power installed capacity reached 17,718 MW, more than 93 % of which is large hydropower plants mainly located in Turkey, Egypt, and to a much lesser degree, in Morocco. The remaining 800 MW of capacity are mainly constituted by small hydro and wind.

In 2000, the Mediterranean region was emitting 6.5% of global greenhouse gases. The South and East Mediterranean Countries (SEMC) were responsible for roughly one third of this number. These SEMC emissions are poised to grow and energy-related CO<sub>2</sub> emissions may well equal those of North Mediterranean countries by 2025, reaching 3300 million tons CO<sub>2</sub><sup>5</sup>.

This still represents a minor part of global CO<sub>2</sub> emissions and industrialized countries should lead the way in these reductions, recognizing their share in historical emissions. However, in the end, all countries should take part in and benefit from this sustainable energy technology revolution. It is also interesting to note that, while the region is particularly vulnerable to climate change, it also hosts a key solution: renewable energy. Its potential for wind energy and especially solar energy is substantial. Renewable energy and energy demand management could satisfy the region's energy needs<sup>6</sup>, and could potentially become an export product to its Northern and Southern neighbours. Renewable energy

can also be an important tool for adaptation. Several human adaptation means will require energy, such as water desalination and space cooling.

## Policy Status

The Mediterranean Solar Plan (MSP) is one of the new flagship initiatives of the UfM. It aims inter alia to develop 20 GW of new renewable production capacity and to achieve "significant energy savings" in the region by 2020. It will also contribute to the development of electrical interconnections.

The MSP complements other ongoing Euromed activities. It is in line with the "Priority Action Plan" for the period 2008-2013<sup>7</sup>. It includes an agreed list of priority infrastructure projects, as well as important provisions for the development of sustainable energy systems.

A Strategy Paper<sup>8</sup>, released in early 2010 but still not adopted, should provide the basis for an Action Plan to launch a first set of projects in each field during the period 2010-2011. The Action Plan should also cover aspects relating to the improvement of framework conditions (regulations, legislation, technology transfer, business environment). A Master Plan will then be developed by 2011. During the deployment phase, planned for the period 2011-2020, the Master Plan will be implemented on a larger scale, building on the experience gained during the initial phase. This initial phase is to be supported by a recently launched five million euros ENPI project 'Paving the way to the MSP', which focuses on harmonisation of the legislative and regulatory framework along with transfer of technology and know-how.

If successfully implemented, the MSP can contribute to sustainable and equitable development as well as to mitigate climate change impacts in the Mediterranean and the EU at large. Its success could also bring economic and social benefits to the region, while mainstreaming the access to renewable energy in various countries. However these benefits will not come automatically. For instance, fossil fuel and electricity

<sup>1</sup> Algeria, Egypt, Jordan, Lebanon, Morocco, Palestina, Syria, Tunisia, Turkey.

<sup>2</sup> OME: Mediterranean Energy Perspectives, 2008

<sup>3</sup> Identification Mission for the Mediterranean Solar Plan, Final Report, January 2010

<sup>4</sup> OME : Renewable Energy in the Southern and Eastern Mediterranean countries; Current situation June 2007

<sup>5</sup> Blue Plan, 2007

<sup>6</sup> See for instance MED-CSP - Concentrating Solar Power for the Mediterranean Region, DLR, 2005 <http://www.dlr.de/tt/med-csp>

<sup>7</sup> Adopted at the Euro-Mediterranean Ministerial Energy Conference in Limassol in December 2007

<sup>8</sup> [http://ec.europa.eu/energy/international/international\\_cooperation/doc/2010\\_02\\_10\\_mediterranean\\_solar\\_plan\\_strategy\\_paper.pdf](http://ec.europa.eu/energy/international/international_cooperation/doc/2010_02_10_mediterranean_solar_plan_strategy_paper.pdf)

subsidies still form a major barrier for renewable energies. Subsidies should be removed, in combination with the setting up of social tariffs for the poorest.

It is regrettable to note that NGOs have been kept out of most of the process, as was already the case with regard to all Euromed activities on energy, in particular the development of the Priority Action Plan. Moreover, the MSP process is not always transparent, which leads to

misunderstandings and mistrust.

Besides the MSP, some other interesting initiatives have been announced, including national ones such as the Tunisian and Moroccan Solar Plans, private ones such as the Desertec Industrial Initiative (DII)<sup>9</sup>, or financing initiatives such as the World Bank Clean Technology Fund. All such plans should be endorsed for their ambitious goals.

## Proposals

1. National solar plans, as adopted in Tunisia and planned in Morocco that mix small and large scale projects for both the local market and export should be favoured in parallel to the regional approach.

2. UfM governments and relevant institutions should consider how they can contribute to the solar development in the South/Eastern Mediterranean.

Until now, electricity imports to the EU (which would benefit from EU support schemes such as the feed-in tariff) have been mentioned, on top of the World Bank concessional lending. However, it is not sure that the EU Member States will want to import. Other ways to fund such projects need to be found, sometimes on top of concessional funding, for instance through international climate mitigation financing, or with additional support from the Neighbourhood Investment Facility.

3. Several energy market reforms should accompany the promotion of the MSP in order to ensure the success of sustainable energy up-scaling. Through these reforms, including removal of fossil fuel subsidies, countries in the region will optimize their chances to take up renewable energy and energy efficiency lastingly. They will also be better prepared to host larger sized solar or wind projects.

4. While large scale projects are very important and need to be promoted, smaller projects will benefit the local economy, increase the acceptability and understanding of renewable energy with the local population, and may be cheaper to implement. A good illustration is the Tunisian solar thermal heating programme. The MSP should try to promote such projects, which often struggle to find investors, and group them when effective.

5. The MSP target of 20 GW installed “around the Mediterranean” by 2020 should be clarified. Italy, Greece and France together will probably already achieve 20 GW of new renewable energy capacity in the Mediterranean region. In Turkey

alone, there are 148 hydroelectric projects under construction with a total installed capacity of 8,000 MW. Therefore, the 20 GW target may become a hollow shell if it does not exclude EU countries and hydropower. The MSP should confirm the intention that the 20 GW target will be installed outside of the EU. It should also clearly exclude hydropower from its targets. We also suggest developing a monitoring tool to enable transparent communication on progress.

6. Expressing the target in quantities of energy delivered instead of capacity would ensure that installations are actually connected to the grid and deliver on their promises. Any new connections between the EU and its neighbouring countries should be dedicated to greening energy North and South, not to avoid carbon emission caps in Europe. Grid connections should give priority or at least guaranteed access to renewable electricity. Furthermore, emissions from fossil fuel power plants importing electricity to Europe should be linked to the EU Emission Trading Scheme (ETS). Finally, cooperation between grid operators should be promoted.

7. The “significant energy savings” goal in the MSP should also be more specific. An energy saving target, expressing energy savings in “negawatt-hours<sup>10</sup>” would clarify the planned energy savings and complement the renewable energy target (the Mediterranean Energy Agencies Network -MEDENER- suggested an objective of 20% of energy savings or 60 Mtoe by 2020).

8. A programme for collection and recycling of solar panels in partnership with the industry should be proposed.

9. Support cooperation between universities and research centres to develop research programmes on renewable energy sources and energy efficiency. In particular, joint environmental and socio-economic research should be supported on key topics such as job creation, desalination or water needs of concentrating solar thermal (CSP) power plants.

<sup>9</sup> DII was established in July 2009. see in <http://www.dii-eumena.com/>

<sup>10</sup> Negawatt-hour is a unit of energy that is not used through a better energy demand management.





# Chapter 2: Water

## Context

The Mediterranean is a water-scarce region. It represents only 3% of the world's overall freshwater resources. Many countries, especially in the Southern Mediterranean, have less than 1000m<sup>3</sup> per capita per year (e.g. Cyprus, Egypt, Morocco, Syria) others even less than 500m<sup>3</sup> (e.g. Algeria, Libya, Malta, Palestinian Territories, Israel, Tunisia)<sup>1</sup>.

The region is also experiencing an uneven distribution of water caused by fluctuations in precipitation, as well as droughts and floods, exacerbated by water mismanagement and the effects of climate change. Water resources suffer from over-exploitation, mainly for irrigation purposes. Agriculture still represents almost 70% of total water consumption. In some countries, the water abstracted now outstrips the average annual volume of renewable natural resources (exploitation index over 80%).

In terms of water pollution, the main causes have been the release of non-treated domestic waste waters and industrial effluents, as well as an increased use of pesticides and fertilizers in agriculture. Efficiency measures have been envisaged to improve agricultural productivity, but not necessarily to re-allocate water to environment. In addition, soil salinity due to salt water intrusion into coastal freshwater aquifers, causes a decrease in drinking water and agricultural production.

In the Mediterranean, export-oriented agriculture is very water intensive. A switch to crops which are more drought-resistant, could help to reduce the water footprint of agriculture in the region.

Most countries still continue to favour water supply-side solutions over demand management. Water supply options vary from conventional (including dams and reservoirs, water transfers) to non-conventional techniques such as desalination, treated waste water reuse, all of which imply further adverse environmental and social impacts. Meanwhile, demand management is generally seen as a complementary solution.

In the future, water demand is expected to continue to rise steadily due to demographic and economic growth. These water issues will be also exacerbated by climate change and will represent a real challenge for sustainable water resources management and the conservation and restoration of freshwater ecosystems.

## Policy Status

A comprehensive Strategy for Water in the Mediterranean has been elaborated under the UfM, taking into account all dimensions of water management, including environmental aspects.

However, initiated in July 2007, the development of the strategy has not been a smooth process, in particular due to the tensions between Israel and the Arab countries. The preparation of the strategy was officially launched at the Ministerial Conference held in Jordan in December 2008. The Strategy was expected to be adopted at the Ministerial Conference on Water, which took place in Barcelona, in April 2010. However, it failed due to the political issues related to the Middle-East conflict. The Strategy should be adopted during the UfM Summit in November 2010, and, depending on endorsement, should lead to the development of an Action Plan. The Action Plan should include more precise targets, indicators and timelines and the development of criteria for the selection of projects to be financed under the UfM.

An indicative list of projects has been presented at the Jordan Ministerial Conference. Since then, the list has been updated with proposals from countries and other stakeholders<sup>2</sup> and discussed informally at different occasions. Still, official selection criteria will only be established in the Action Plan itself. Therefore, before it is adopted, there is no possibility to thoroughly assess the feasibility and sustainability of these projects from an environmental point of view and to ensure they meet internationally recognised standards.

<sup>1</sup> The Blue Plan's sustainable development outlook for the Mediterranean – July 2008

<sup>2</sup> An updated list as at 27th July 2010 can be found at [http://www.ufm-water.net/projects/List\\_Projets-20090625.pdf](http://www.ufm-water.net/projects/List_Projets-20090625.pdf)

# Proposals

1. Proceed with the approval and implementation of the Mediterranean Water Strategy in the framework of the UfM with a special focus on its ambitious demand management objectives.

2. Develop and implement the Water Action Plan in order to deliver the objectives of the Water Strategy including:

- setting measurable targets and realistic timeframe for the implementation of actions;
- defining criteria for project selection drawing on internationally accepted standards, techniques and procedures (notably Best Available Techniques, Best Environmental Practices);
- ensuring that the projects are really necessary and are subject to diligent Strategic Environmental Assessments (SEAs) and Environmental Impact Assessments (EIAs) prior to selection and implementation respectively;
- defining indicators established on a scientific basis and bench-marking systems allowing for the evaluation of progress made and of the appropriate development of the actions planned;
- developing a reliable monitoring and evaluation mechanism to ensure proper implementation of the actions and/or projects;
- ensuring the involvement of a broad range of stakeholders, including civil society organisations, local communities, etc., in the decision-making and monitoring processes to ensure public acceptance and the proper monitoring of the actions/projects implemented.

3. Establish a programme to develop institutional capacity, adaptive and effective governance, and the ability to successfully implement sound water and climate change adaptation policies, with regard notably to:

- Equitable and flexible water allocation systems
- Environmental flows assessment and implementation
- Improved monitoring
- “Green infrastructure” and “natural solutions” (such as extended protection of catchments and ecosystem services, flood plain restoration, wetlands as buffer zones in flood protection and drought management) as a tool for adaptation to climate change
- Promotion of an ecosystem-based approach to water management

4. Support and provide guidance in developing and implementing integrated river basin management plans in all the river basins in the Mediterranean building upon existing experiences (e.g. EU Water Framework Directive). Support climate and water aware policy and development planning.

5. Develop guidance and enable best practice exchange on infrastructure planning, reflecting the water hierarchy by which water supply-side options should be considered after water demand management options have been exhausted, as well as work with international financial institutions to ensure selection and implementation of sustainable infrastructure projects.

6. Take the lead in international water democracy by promoting the ratification of the 1997 UN Convention on International Water Courses, as well as improved cooperation under existing frameworks such as the Ramsar Convention on Wetlands or the Convention on Biological Diversity.



# Chapter 3: Marine Protected Areas

## Context

The rate of MPA designation is too low and the overall area of protected sites are too small to reach the CBD target of protecting at least 10% of the Mediterranean Sea. Marine protected and managed areas cover 97,410 km<sup>2</sup> or approximately 4% of the Mediterranean. Excluding the Pelagos Sanctuary<sup>1</sup> (87,500 km<sup>2</sup>), the area covered by coastal MPAs amounts to only 9,910 km<sup>2</sup>, which is 0.4% of the total surface of the Mediterranean Sea. The reported cumulative no-take area is 202 km<sup>2</sup>, or 0.01% of the total surface of the Mediterranean.

The current Mediterranean MPA system is not representative or coherent. All MPAs are located in coastal waters under national jurisdiction, with the exception of the Pelagos Sanctuary, the only high-sea MPA to date in the Mediterranean. MPAs are mostly located in the northern shore of the Mediterranean with the exception of a few sites in Algeria, Morocco, Tunisia, Israel, Lebanon and Syria. There are disparities in MPA distribution as major Mediterranean Sea habitats and biomes are not included and spacing between protected sites may be too wide to ensure larval exchange of most marine organisms amongst the network of protected sites.

Management effectiveness of Mediterranean MPAs needs to be improved, particularly in the southern and north-eastern Mediterranean. Current management practices are considered ineffective in nearly half of the MPAs in the region. This is due, inter alia, to the lack of management plans, information on natural resources, enforcement and surveillance, human and financial resources, facilities and equipment such as boats, visitor centres, and diving equipment. In addition, ecological and socioeconomic monitoring is not common practice in the region. Adequate expertise and staffing levels are seen as key factors for MPA effectiveness and sustainability.

Mediterranean MPAs are threatened by multiple local, regional and global pressures from the associated and adjacent land and marine waters. More than half of MPAs are affected by anchoring, invasive plants, overfishing, noise pollution, solid waste, oil or diesel degassing or

oil spills, plant/animal composition changes caused by climate change and urbanization or artificial construction. Introduced and invasive species also constitute a serious threat.

## Policy Status

Various initiatives have promoted the establishment and effectiveness of MPAs in the Mediterranean. The main regional legal framework for these actions is the Protocol on Biodiversity and Specially Protected Areas of the Barcelona Convention. In particular, the Protocol provides for the establishment of a list of Specially Protected Areas of Mediterranean Importance (SPAMI) and various recommendations from SPA focal points to the Contracting Parties advocate the creation of new MPAs in coastal waters, and in particular in the high seas. To date, 20 marine SPAMI have been designated in the Mediterranean. With regard to the European countries, the Habitats and Birds Directives have also promoted the establishment of marine Natura 2000 sites in the Mediterranean.

The CBD has set a 2012 deadline to establish representative, coherent and effectively managed marine protected areas networks, including in the Mediterranean.

MedPAN, the network of managers of marine protected areas in the Mediterranean, seeks to bring together MPA managers of the whole Mediterranean basin to contribute to this objective. With the instrumental support of WWF, it has been re-established as an association in 2008 with 30 members and partners, located in Hyères, France and chaired by Mrs Purificacio Canals, Spain.

Two major projects coordinated by WWF are currently ongoing under the umbrella of MedPAN network. The MedPAN South project, a component of the Mediterranean Strategic Partnership, entails country level pilot actions on MPAs management effectiveness and a region-wide capacity building programme implemented in collaboration with the Regional Activity Centre for Specially Protected Areas under the Barcelona Convention (RAC/SPA). The MedPAN North project

<sup>1</sup> The Pelagos Sanctuary is subject to an agreement between France, Monaco and Italy. It is located in the North Western Mediterranean and includes the island of Corsica and the North of Sardinia.

gathers 12 partners. It entails activities to improve MPA management effectiveness as regards fisheries, tourism, global changes and Natura 2000 in Mediterranean European countries.

Although the UfM did not put forward concrete projects or programmes in relation to MPAs, we know that the Ministers of Environment were planning to include

a recognition of the need for establishing MPAs and protecting biodiversity in areas beyond national jurisdiction in the Declaration of the Ministries of Environment due to be adopted in Dubrovnik in April this year. The UfM could give a political dimension to MPAs and also support future funding for the establishment and effective management of MPAs.

## Proposals

**1. Development of a coherent and representative ecological network of Mediterranean MPAs (coastal, high seas and deep seas) by 2012 in line with the CBD objective:** Establishing new MPAs to supplement existing ones will require identifying a subset of priority areas for conservation in the Mediterranean through a hierarchical approach (from ecoregions, to priority conservation areas, to ecologically critical habitats, to key species areas). It will also be necessary to provide the effort to drive this process and to move MPAs higher up the political agenda. The project should include components related to resource distribution, governance and legal frameworks, capacity building, and scientific and technical exchanges, which need to be improved to support countries in achieving their conservation goals.

**2. Initiate a global census of cetacean population in the Mediterranean in the framework of the ACCOBAMS agreement,** with the objective of improving the protection of endangered cetaceans at the regional Mediterranean level, and identifying adequate conservation measures, including the establishment of marine protected areas for cetaceans.

**3. Improve the effectiveness of Mediterranean MPAs:** A network of MPAs would succeed only if the individual MPAs meet their conservation objectives. To achieve this, Mediterranean MPAs need to have adequate management bodies; make widespread use of management plans and

support their implementation; perform detailed and accurate natural resource inventories and assess their geographical distribution; assess management effectiveness; provide for human resources and training; explore innovative financing mechanisms to secure financial resources, equipment and facilities; implement effective surveillance combined with education and awareness raising programmes in areas where a need is identified.

**4. Support the MedPAN network, an effective mechanism to build the needed capacity in institutions, management bodies and communities.** It can bring a key contribution to sustainable management of marine and coastal resources, to economic development in the South-Eastern Med and improved livelihood for coastal communities.

**5. High sea governance: support the establishment of EEZs in the Mediterranean,** as EEZs will create a more favourable framework for the protection of marine biodiversity 12 miles from the Mediterranean shoreline. In particular they will facilitate the establishment and management of marine protected areas in the high sea. There is a general trend in the Mediterranean to progress in that direction, despite the many difficulties.

**6. Implement Marine Spatial Planning (MSP) in the Mediterranean,** to address the different sea uses such as shipping, fisheries, wind farms and mineral extraction that are increasingly competing for the limited sea space and also to protect the MPAs and more broadly, the fragile Mediterranean ecosystem.





# Chapter 4: Fisheries

## Context

The Mediterranean Sea has been intensively fished for millennia, and it continues to be a major source of livelihoods and food resources across the region. This long history of human exploitation has resulted in an extensive impact on the marine ecosystems. A vast array of species is harvested - as much as 193 species in Catalonia alone - and an equally high number of traditional fishing methods and gears are still in use. The last decades, though, have seen a progressive exhaustion in many of the main fish stocks due to rampant overfishing, fuelled by the significant development of semi-industrial fishing fleets and fishing technology (i.e. bottom trawling, purse seining, surface longlining). Available studies show that as a whole, current catches in the region exceed by more than 30% the maximum catches that can be sustained by the ecosystem<sup>1</sup>. The populations of key species such as the European hake, *Merluccius merluccius*, or the Atlantic bluefin tuna, *Thunnus thynnus*, are only but a tiny fraction of what they were historically.

Most Mediterranean fisheries are chronically overexploited and are victims of fishing overcapacity and commercialization shortcomings. There is a lack of high-quality fisheries management consistent with scientific advice. In addition, regional policy processes responsible for fisheries governance are still largely inefficient, including the two regional fisheries management organizations covering the region, the General Fisheries Commission for the Mediterranean (GFCM) and the International Commission for the Conservation of Atlantic Tunas (ICCAT), and the EU Common Fisheries Policy.

## Policy Status

Different initiatives and organizations are already addressing fisheries in the Mediterranean Region. The GFCM is the oldest of the FAO regional fisheries organizations. It brings together 24 contracting parties representing the coastal states of the Mediterranean and Black Seas, including the European Union. To-date, the GFCM has performed poorly in delivering fisheries management in the region.

At the European Union level, the new Mediterranean Regulation<sup>2</sup> sets out specific management measures for the sustainable exploitation of fish in the Mediterranean Sea after the 2002 Common Fisheries Policy (CFP) reform, setting an improved framework in comparison with the former Regulation<sup>3</sup> which it repealed. However, implementation is not satisfactory. In particular, the adoption and implementation of management plans in the Mediterranean as foreseen by the Regulation has still not occurred. This failure in the implementation of the Mediterranean fisheries related EU legislation makes it even more urgent for the new CFP, due by 2012 following the current review, to fully cover Mediterranean fisheries at the same level as the other European seas.

To our knowledge, there have been no successful initiatives on fisheries devoted to recovering the degraded and exploited marine ecosystems in the Mediterranean. WWF believes that achieving a true ecosystem approach to fisheries (EAF) at the regional level should constitute one of the main environmental and sectoral priorities of the UfM for the coming years. There are some positive signs, although not very concrete nor committal, that fisheries would be considered seriously in the future. The Commission Communication "Towards an integrated Maritime Policy for better governance in the Mediterranean"<sup>4</sup> refers to an integrated ecosystem approach to fisheries management to be further enhanced through the forthcoming reform of the EU CFP. To this end, there should be a strong political commitment towards a radical improvement in regional fisheries governance and more co-ordinated governance of maritime related activities<sup>5</sup>.

<sup>1</sup> <http://www.plosone.org/article/info:doi/10.1371/journal.pone.0003881>

<sup>2</sup> Council Regulation (EC) No 1967/2006

<sup>3</sup> Council Regulation (EC) No 1626/94

<sup>4</sup> COM(2009) 466 final

<sup>5</sup> This "could be further developed" according to the European Commission (COM(2010) 207).

# Proposals

1. The UfM should play a driving role in coordinating the efforts of the various institutions involved in fishery management in the region, and to develop a genuine and sustainable fishery strategy/policy encompassing the whole Mediterranean region.

Such a policy should primarily aim at halting the overexploitation and ensuring the recovery of Mediterranean marine ecosystems, through a clear commitment to:

- recover all Mediterranean fish stocks to at least the maximum sustainable yield (MSY) level by 2015, consistent with the 2002 WSSD (World Summit on Sustainable Development) Johannesburg Declaration.
- reach a good environmental status for all Mediterranean marine ecosystems by 2020 as per the Marine Strategy Directive. In particular, the UfM could provide support to MPCs to adopt and implement EU standards, in particular the ecosystem based management approach for marine resources set up by the Marine Framework Directive.
- Initiating a radical reform in GFCM including:
  - Full adoption of the ecosystem approach to fisheries (EAF) and of the Precautionary Principle
  - Adoption of an efficient fisheries management scheme for Mediterranean fisheries based on the management of fishing efforts, including extensive use of spatial management (time/area closures, fishing reserves, no-take zones, etc.).
  - Ensuring a standardized provision of updated scientific advice suitable for effort management.
  - Adoption of an adaptive management approach, applied to effort limitation and technical measures.
  - Adoption of a precautionary approach to bottom trawling based on spatial planning and compulsory environmental impact assessment (EIAs).

- Adoption by the International Commission for the Conservation of Atlantic Tunas of a science-based recovery plan for the bluefin tuna, including a ban on industrial fishing and the establishment of sanctuaries.
- Supporting the establishment of a comprehensive network of High Seas protected areas (SPAMI) addressing fishing activities therein, in the context of the Barcelona Convention.

2. The UfM should support specific projects to build sustainability in Mediterranean fishing communities and encourage in particular:

- The establishment of mandatory long term management plans (LTMPs) for all fisheries in the Mediterranean, subject to common standards.
- Proper stakeholder participation in fisheries management by supporting co-management approaches.
- The development of a specific strategy for small-scale Mediterranean fisheries.

3. In the context of the 2012 reform of the EU Common Fisheries Policy, the UfM should encourage the necessary changes in the whole Mediterranean region:

- Long Term Management Plans (LTMPs): The new EU CFP has to provide for mandatory long-term management plans for all fisheries, including those in the Mediterranean.
- Regionalisation: LTMPs should be developed, implemented, monitored and reviewed by a co-management committee including the right mix of stakeholders.
- Sound Scientific Advice & Management Governance: Europe's fisheries in the Mediterranean urgently need a new governance structure to support a proper management system based on effort management. Scientific advice then needs to enter into a systematic, regular and well structured decision-making process, similar to what happens to Atlantic fisheries.



# Chapter 5: Climate Change

## Context

Being increasingly affected by climate change, the Mediterranean region is considered “a climate change hotspot”. By 2100, temperatures in the Mediterranean are projected to rise by 3-4 degrees C, rainfall will generally drop and extreme events will become more frequent<sup>1</sup>. Even with a rise in temperatures of “only” 2°C, climate change impacts will be higher in this region than in most of other regions on Earth<sup>2</sup> due to its ecological and socio-economic characteristics.

Climate change comes on top of existing pressures such as pollution and habitat loss and often exacerbates the existing problems. Impacts of climate change will be particularly felt through water resources on which ecosystems, economic activities and human wellbeing depend, but which are already under serious stress in most parts of the Mediterranean<sup>3</sup> (see the Water Chapter).

The Mediterranean ecosystem, one of the richest in the world (10% of the world's flora, 50% of which are endemic plant species) will also be significantly affected by climate change in addition to the current environmental degradation due to unsustainable development, overfishing, intensive agriculture, demographic pressure and changing consumption patterns. Climate change will lead to ecological changes in species distribution, shifts in species ranges and ecosystem boundaries, species migration and species extinction<sup>4</sup>.

Climate change will result in increased sea levels and coastal erosion, thus threatening deltas and coastal plains where most populations and economic activities are based. It will heavily affect the living conditions, particularly of the poor, and therefore is likely to intensify social instability and conflicts, leading to “environmental migrations” (some of them already occurring from South Sahara to the rich EU).

With regard to human economic activities, climate change will in particular affect the agricultural production in the Mediterranean, where one third of the population live in rural areas. Food and water security is already a major issue (the Mediterranean represents 14% of world cereal imports but less than 9% of the world total population). Estimated trends show an important decline in cereal productivity by 2020 (10% in Morocco, between 5.7 and 14% in Algeria) and even more importantly, a decline in vegetable production (40% in Morocco and 10-30% in Algeria). Morocco, Tunisia and Libya are each losing over 1000 km<sup>2</sup> of productive land a year to desertification. In Egypt, half of irrigated croplands suffer from salinization, when Egypt is already much dependent on irrigation and imports a considerable share of its food. Turkey has lost 160,000 km<sup>2</sup> of farmlands due to soil erosion<sup>5</sup>.

## Policy Status

Climate change received limited attention in the first steps of the European Neighbourhood Policy (ENP), being rarely (or not at all) mentioned in the early strategic and policy documents. (e.g. ENP Strategy 2004). Since then, climate change has become an issue mentioned both in the national (e.g. the ENP Action Plans refer to the impacts of climate change in the energy/transport and environment chapters) and regional policy documents and processes, notably in the Horizon 2020, Euromed Energy Forum or the Mediterranean Water initiative and the preparation of the Mediterranean Water Strategy<sup>6</sup>. In the Commission's Environmental Strategy for the Mediterranean<sup>7</sup>, climate change is mentioned as one of the issues to be addressed beyond the scope of H2020 as part of “global environmental threats” and together with biodiversity loss. According to a recent communication from the Commission “the EU is prepared to deepen dialogue and cooperation on climate change mitigation and adaptation” with the MPCs<sup>8</sup>.

<sup>1</sup> The Blue Plan's sustainable development outlook for the Mediterranean, Plan Bleu, July 2008

<sup>2</sup> Regato, Pedro, Adapting to Global Change\_Mediterranean Forests, IUCN, WWF, FAO, 2008. Also Blue Plan, 2008.

<sup>3</sup> The number of water poor Mediterranean populations living in countries with less than 1000 m<sup>3</sup>/capita/year of renewable resources, could reach 250 M inhabitants in 2025, 80 M of whom facing shortage conditions with less than 500 m<sup>3</sup>/capita/year (Blue Plan 2008)

<sup>4</sup> Regato, 2008

<sup>5</sup> Climate change and the Mediterranean: environmental and energy challenges, European Economic and Social Committee, REX/254, April 2009

<sup>6</sup> Preparatory document on “Integrating the Climate Change Dimension into Water Resources Management in the Mediterranean” issued in July 2008

<sup>7</sup> COM(2006) 475 final - 5 September 2006

<sup>8</sup> COM(2010) 207.

With some exceptions (such as MED-ENEC), little had been done in concrete terms to promote climate change mitigation until the proposal of a Mediterranean Solar Plan (MSP) flagship initiative under the Union for the Mediterranean (see the Energy Chapter) presented as a positive response to the energy and climate challenges. The MSP aims to promote energy efficiency, renewable energies and the reduction of greenhouse gas emissions. Another flagship initiative proposed under the UfM is focused on civil protection, indirectly addressing climate change. Accordingly, in the UfM context the main responses to climate change are designed in terms of mitigation (energy efficiency, renewable energy sources, as presented in the Energy Chapter) and extreme events. Additional initiatives are now required to promote climate change adaptation.

Recently, on 22 October 2010, the Greek government hosted the launch event of the “Mediterranean Climate Change Initiative” in Athens. The joint declaration on the establishment of the Initiative has been signed by more than 20 Mediterranean countries, including the two countries currently holding the UfM co-presidencies. The objective is “to undertake strategic policy development work on climate change adaptation and low carbon development”<sup>9</sup> both at regional and national levels. Climate Change adaptation is clearly and directly stated as a goal. However, concrete actions still need to be defined to address the issue, and its likely endorsement by the UfM may certainly be of help.

## Proposals

1. While measures addressing mitigation and reduction of greenhouse gas emissions should be pursued to slow the rate of climate change in the future, **an adaptation strategy for the Mediterranean aimed at reducing non-climatic pressures, build institutional capacities, reduce vulnerability and increase resilience of the ecosystems and society should be developed.** This strategy should include measures for maintaining and enhancing the Mediterranean ecosystems and the goods and services they provide.

2. **Building partnerships at the regional level** through:

- Enhancing convergence with key EU policies and approaches embedded in them, in particular the Water Framework Directive (integrated river basin and sustainable water use) and the Climate and Energy Package (domestic carbon markets and links to the EU market). Of relevance is also the Adaptation White Paper and, in relation to water, the Floods Directive and Water Scarcity and Drought Strategy. All could be models to develop Mediterranean-wide approaches to address climate change.
- Increasing support for capacity building, technology transfer and knowledge sharing between all types of institutions (academic,

research, technical institutions including hydro-meteorological agencies, private sector, local authorities, civil society and government).

- In line with the Commission Communication<sup>10</sup>, involving the MPCs in upcoming European initiatives on climate change such as the proposed Clearing House Mechanism on adaptation to be established by 2011, research programmes or the shared Environmental Information System of the EEA.

3. **Climate change is a cross-cutting issue that needs to be addressed in all sectoral policies and initiatives**, in particular:

- Measures to prevent and to adapt to climate change impacts need to be mainstreamed in all UfM flagship initiatives and other cooperation areas (such as water, civil protection, energy, trade, agriculture, transportation, etc).
- Mechanisms should be in place to ensure that public funding and state aid do not foster mal-adaptation (sea level rise or flood protection infrastructures; cooling or water supply technologies).

<sup>9</sup> <http://www.medclimatechangeinitiative.org>

<sup>10</sup> COM(2006) 724 final



4. Address main political and social impacts of climate change:

- Enhancing conflict prevention and crisis management capacity in the MPC to face security impacts of climate change
- Strengthened dialogue and cooperation with countries on migration and measures to address the “environmental refugees” issue in the Mediterranean, notably in promoting good governance within the countries at all levels but also in regional cooperation.

5. Strengthen public participation and awareness-raising on climate change:

- Strengthen awareness raising on climate change across the region, for example by developing region-wide awareness raising

and educational materials and information campaigns.

- Encourage more sustainable consumption practices amongst the population through targeted campaigns.
- Promote public participation, in particular through active and early stakeholders’ involvement in the preparation of climate change policies such as adaptation strategy.

6. In terms of funding, priority should be given to “no-regret measures”, i.e. measures that turn out to be of benefit no matter how or if the predicted climate change impacts materialise such as, for example, enhancing ecosystem water storage capacities.



# Chapter 6:

## Forest and other wooded lands

### Context

Forests, woodlands and other vegetation systems (rangelands, maquis, garrigues) contribute, along with the cultural heritage, to the multiple social, economic and environmental goods and services provided by the Mediterranean landscapes. In addition, Mediterranean landscapes are considered to be amongst the most attractive places around the world for living, tourism and recreation. Forest and other wooded lands provide the ecological basis for productivity and sources of subsistence in the Mediterranean rural economies (agro-sylvo-pastoral), both in the rich North and in the poorer rural regions in the South (fuel-wood, fodder, timber, non wood forest products, cork, foodstuff). If well managed, forests are an important source of economic growth and job creation.

Forests and other wooded lands also provide a flow of critical ecosystem services benefiting the wider society, especially water cycle, soil/hydro-geological stability, biological diversity of flora and fauna, local climate mitigation and carbon storage. These areas host most of the Mediterranean biodiversity (some 25,000 plant species of which 50% are endemic) and play a key role in ensuring resilience and adaptability to climate change of the ecosystems and ecosystem services.

Lack of land use planning, development of urbanisation and industrialisation along with tourism development have altered the forest and other wooded land areas and have caused great disparities between the northern and southern parts of the Mediterranean and the Western Balkans. Forests are expanding in the North Mediterranean countries (even if not necessarily recovering their full ecological functions) following the abandonment of agricultural or grazing practices, while in South Mediterranean countries they are being heavily degraded, overexploited and gradually losing their regeneration capacity due to greater pressure from a

dense and poor rural population. In the Western Balkans illegal logging is a major threat.

Forests are also threatened by drought, wildfires, erosion, desertification, emerging pests and diseases. Wildfires have proven to be a subject of growing concern for the Mediterranean Basin. Changes in climate and land use, along with the lack of forest management and related vegetation expansion will most likely result in an expansion of fire threatened areas, affecting forests, biodiversity, wealth and human life.

### Policy Status

Mediterranean Countries have regularly expressed a commitment towards protection and sustainable use of forests and forest biodiversity within the framework of international and regional processes in particular in the context of the UN conventions to combat desertification (UNCCD) and for the conservation of biodiversity (UNCBD). Still, these countries have not yet translated these commitments into their cooperation instruments with the EU.

To date, there has been no focus on forest policies in the Euromed regional processes and little or no attention provided to forest issues in the ENP National Action Plans and ENPI funding instruments.

The UfM, with its continuously expressed commitment to sustainable social, economic and environmental development of rural areas, and especially to food security is a good opportunity to integrate forests and other natural and wooded lands into the key issues for regional cooperation. Forests should be dealt with in the framework of the discussions on rural development and food security at the upcoming Ministerial Conference<sup>1</sup>. It is however very uncertain what level of attention this forum will give to forests.

<sup>1</sup> A Ministerial meeting on Rural Development and Food Security due in Cairo in June 2010 is now foreseen to take place in November 2010.

<sup>2</sup> see <http://www.fao.org/forestry/silvamed/en/>

Silva Mediterranean, an FAO based platform building coordination among Mediterranean institutions and stakeholders on forest management and conservation<sup>2</sup>, is taking the initiative of promoting and integrating forest issues into the UfM process. A joint position on the “Contribution of forests and other wooded lands to food security in the Mediterranean” was adopted at a workshop

in Antalya (13-16 April 2010) and addressed to the Ministers dealing with rural development and agriculture. Like many other stakeholders (such as the Blue Plan) WWF supports the Antalya recommendations/outcomes, which are reflected in the proposals below (in italics).

## Proposals

1. (Overall) *address the root-causes of forest loss and degradation*, notably by promoting poverty alleviation schemes requiring higher levels of governmental support and commitments. Forests and terrestrial ecosystems should be integrated within a sustainable land use and management system.

2. *Devote a full chapter in the next UfM action plan to Biodiversity and Ecosystem Services*, in which forests, woodlands and other natural and semi-natural vegetation systems receive special attention as ecological backbones of Mediterranean landscapes and the economies that rely on them. This chapter would aim to ensure the maintenance of the diversity of forest genetic resources, protection of rare or threatened species and enhancement of the mosaic of landscapes.

3. *Reform of forest and forest resource governance* to ensure a wider ranging of benefits and incentives to forest management that maintain forest ecological functionality and productivity.

4. *Adoption of certification of forest management* may play a role in improving governance through projects focusing on development of national/ regional forest certification standards.

5. *Develop an assessment of the whole range of ecological goods and services provided by Mediterranean forests and evaluate their real economic value* (key assets of natural capital) along the lines proposed by The Economics of Ecosystems and Biodiversity (TEEB) study<sup>3</sup>.

6. *Develop an integrated strategy for sustainable management of Mediterranean forests and other wooded lands* to ensure provision of goods and environmental services relevant to food security; organise a high level Mediterranean conference with all relevant stakeholders in 2012 to develop a shared vision on this regional integrated strategy.

7. *Implement the Mediterranean Forest Research Agenda 2010-2020 (MFRA) by developing an ERA-NET scheme*, i.e. a Network of national research programmes in the European Research Area. Assess the potential effect of major climate change on the woodland ecosystems.

8. *Build on and extend existing collaboration experience in the prevention of forest fires*. Such collaboration could be extended within the framework of UfM programmes and go as far as the constitution of a common fleet for mechanised intervention, particularly airborne (water bombers, helicopters), implemented with commonly-agreed interchangeable procedures, or the pooling of training facilities for fire fighting and more specifically for wildfire management and *prevention*<sup>4</sup>. However, the main focus should be given to the promotion of long-term prevention actions over fire-fighting measures. An effective coordination among the different bodies dealing with wildfires at national and regional level is essential.

9. *Wildfire prevention should be an integral part of sustainable forest management, be coherent with all relevant policies and integrated into adaptation strategies*.

<sup>3</sup> <http://www.teebweb.org/Home/tabid/924/language/en-US/Default.aspx>

<sup>4</sup> Background document in preparation of the Ministerial Conference of the Union for the Mediterranean on Food security, Agriculture and Rural Development (15-16 June 2010, Cairo, Egypt)

*10. Promote an investment portfolio in Mediterranean forests and other wooded lands, including, in particular the following projects:*

- *A major forest landscape restoration plan* in North Africa and Middle East, with the aims of: a) maintaining and restoring critical ecosystem services (water regime, soil/hydrological stability, landscape integrity, biodiversity conservation, carbon storage, local climate regulation, resilience to climate change); b) supporting economic development opportunities for poor rural communities (wood and non-wood forest products, quality agriculture products, payments for environmental services, rural/landscape tourism ); c) preparing for implementation of the UN Collaborative programme on Reducing Emissions from Deforestation and forest Degradation (REDD)<sup>4</sup> and investment of climate funds.
- *Significant expansion of Protected Area networks* (implement international agreements, CBD and PoWPA, Natura 2000 for East Adriatic countries) as a key tool for landscape/territorial planning and resource management, ensuring that PAs are established and managed with participation of communities and generate benefits for communities.
- *Capacity building* of forest managers, forestry and rural development agencies, and of resource users (including owners and communities) that would build a new cultural and technical approach to the management of forests and other wooded lands, based on an understanding of ecosystem functioning and aiming at supporting a wider range of environmental goods and services. This relates in particular to the new roles of forestry agents as facilitators and developers in the design of a common vision of their territory and shared territorial projects. Pilot projects and establishment of networks for knowledge sharing across the region would be the most effective modalities.

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<sup>4</sup> <http://www.un-redd.org/>





# Chapter 7: Tourism

## Context

The Mediterranean region alone accounts for one third of the worldwide turnover of tourism and the sector represents more than 10% of exported goods and services in the 22 countries. Including tourists and the local population, there is approximately an annual average of 2,300 persons/km on the 51,471 km of Mediterranean coastline.

The World Tourism Organisation projections show that by 2020, 400 million tourists will concentrate each year in more than half the coastal areas in the Mediterranean basin, compared to 218 million at present and 58 million in 1970.

In 1995, the Blue Plan estimated that, daily, the average tourist consumes 300 litres of drinking water, and produces a kilogram of solid waste and 180 litres of wastewater.

Tourism plays a key role in the economy and represents 11% of GDP in European countries, with 24 million jobs and two million European companies depending directly on this activity.

Tourism incomes are unequally shared among Mediterranean countries with Western European countries (Italy, France, Spain) receiving more than 60 % of the total Mediterranean revenue. However, tourism is important for economic development, playing a key role in poverty alleviation in the Southern Mediterranean, and providing jobs for unskilled or semi skilled workers in hotels, resorts and cultural sites as well as encouraging job creation in supply industries. For example, tourism in North Africa represents about 20% of exports and absorbs more than 13% of investments, employing around 4 million persons. The transfer of funds by migrants and international tourism represents a significant source of foreign currency for several countries. In 2005, income from international tourism amounted to 243 billion euros.

The main negative consequences of tourism in the Mediterranean include:

- Unreasonable exploitation and disturbance of species at sensitive times of their biological life cycle.
- Habitat fragmentation and destruction, due to resort and transport infrastructure development, as tourism infrastructures result in the creation of new areas of coastal urbanization, attracting people and local communities
- Development of invasive species
- Degradation of ecosystem services due to land use change

Finally, sustainable small scale tourism represents only 2 to 5% of the whole sector. Policies are therefore needed to reduce the impacts of mass tourism, to ensure the sharing of benefits including by poor communities and that measures are taken to minimise tourism adverse impact on the environment.

## Policy Status

Promoting sustainable tourism was one of the objectives of the Mediterranean Sustainable Development Strategy (MSDS), adopted in June 2005 in the context of the Mediterranean Action Plan. The MSDS highlighted notably the 'real opportunity to influence international and domestic tourism and to encourage a development towards more cultural-rural and accountable tourism'.

Following the first Euro-Mediterranean Ministerial Meeting on Tourism (Fez, Morocco, 2 and 3 April 2008), the ministers agreed to take steps to prepare and implement cooperation activities, notably in the areas of education and training, cultural heritage and capacity strengthening for investment promotion and statistics, based on existing programs and working toward sustainable development in tourism.

In this context, the ministers stressed the overriding importance of developing investment opportunities, and promoting joint ventures in the tourism sector.

They also called upon FEMIP to mobilize all of its financial instruments to encourage the development of tourism and relations with Mediterranean partner countries, and urged officials in the tourism sector to meet to develop a work program to be submitted to the next Euro-Mediterranean Ministerial Meeting on Tourism in 2012. The ministers underlined the need to study the impact of climate change on the tourism sector in the Euro-Mediterranean region, and emphasized that environmental stress can produce severe effects on the coastal areas of the Mediterranean.

Tourism was further recognized as one of the fields of cooperation of the Union for the Mediterranean (Marseilles Declaration, November 2008). It is regrettable the UfM Ministerial Conference on tourism in Barcelona had failed for the same reasons as those concerning the Mediterranean Water Strategy.

## Proposals

European countries have been playing a key role in the development of a mass tourism industry in the Mediterranean. Despite the well known negative impacts of mass tourism on landscapes and sea coast areas for more than 50 years, it continues to drive investment both in the northern and southern countries. For economic reasons, southern and eastern countries have restricted their tourism industries to the basic “sun and beach” demand from the European countries. Following the recommendations of the MSDS, UfM should consider concrete actions to reduce negative impacts of mass tourism and promote sustainable tourism destinations and practices, in particular through:

1. **Creating an independent Mediterranean observatory on sustainable tourism** that would evaluate tourism destination sustainability and efforts to reduce the effects of mass tourism not only in the south-eastern shore, but also in the European countries. This Mediterranean observatory would help develop guidelines for national and local authorities, investors or professionals and their concrete implementation at national and local level. It would also develop tools to assess the real cost of tourism investment by valuing the social and natural / ecosystems loss if any.

2. **Promoting the use of environmental management schemes** at a destination level that would monitor environmental impacts, water use, energy consumption, real economic and social benefits on a long term basis.

3. **Facilitating consumers' awareness on the negative impacts of tourism** by promoting national and international communication campaigns, involving civil society and tourism sectors, including airline companies.

4. **A concerted effort among the Mediterranean countries to set tax policies that encourage sustainability in tourism practices.** Taxes should reflect the actual consumption of land, coast, energy, resources, and long term social impacts, which may be less positive than the immediate effects of creating jobs. The tax policy may involve the whole chain of the tourism sector, from the travel agency to the local entrepreneur, through the tour operator.

5. **A Mediterranean strategy for sustainable tourism** should be developed in order to set a clear objective for sustainable tourism development (e.g. no mass tourism structure) and to stabilize coastal tourism. Meanwhile, cultural and urban tourism should be promoted to diversify the restricted and standardized existing offer. Concessional loans and financial mechanisms for tourism should target this objective primarily within the context of integrated urban policies, the conservation and restoration of the natural and cultural heritage.

6. Better control and management of tourism activities in natural areas is needed as landscapes and natural environment are the main assets of the industry. Small scale tourism activities should be linked to the carrying capacity of these areas. A proportion of tourism revenues should be used for implementing Protected Areas management plans.



# Chapter 8: Transport

## Context

International shipping transport has significantly increased over the years. The amount of goods shipped by sea has doubled between 1980 and 2006. Due to the growing share of Asian international exchanges and the relocation of production sites across Asia – particularly during the course of the last thirty years – container traffic has grown six-fold between 1985 and 2006 (from 200 Million tons to 1200 Million tons). Container-ship capacity has increased two-fold when compared to older vessels. This evolution has in turn taken place in one of the busiest seas in the world: as much as 30 % of global maritime traffic transits through the Mediterranean according to the REMPEC (Regional Marine Pollution Emergency Response Centre for the Mediterranean Sea).

Since 1996, the amount of goods unloaded in the Western Mediterranean has almost tripled.

Although 7 % of the traffic operates without stopover, the Mediterranean Sea is more of a transit area than a place of exchange between its Northern and Southern shores<sup>1</sup>. European Union ports on the Mediterranean do not exceed 25 % of European container traffic.

The intense competition between harbours and feeding<sup>2</sup> development has resulted in infrastructures which do not correspond to actual traffic patterns. Many ports compete in harbouring freight traffic and industry or logistics investments.

More so than other transport infrastructures, shipping harbours play a structuring role in the functional development of the hinterland. The hinterland may cover thousands of square kilometres already using fragile coastal territory and greatly influences the development of vast transport infrastructures.

Moreover, the development of shipping traffic has not yet contributed to the curbing of air or road traffic. It is estimated that traffic is due to increase five-fold in the Mediterranean Sea between 1985 and 2025<sup>3</sup>. However, resorting to intermodality is still poor. Most ground transport is still road transport both in the Northern and Southern Mediterranean. Not only is the motorway network concentrated in the North, it is also the main source of greenhouse gas. Electrified railway traffic remains undeveloped around the Mediterranean.

## Policy Status

One of the main objectives of the Barcelona Process was the setting up of an integrated multimodal Euro-Mediterranean transport Network by 2010, a target which has not been yet achieved as indicated below. Nevertheless, transport cooperation is a major priority of the ENP. With a view to identifying better ways of connecting the EU and its neighbouring partners, the Commission established a High Level Group (HLG). The report issued by the HLG identified five major transport axis (and a list of related projects) that include development of both maritime (Motorways of the Sea, MoS) and terrestrial transport infrastructures in the Mediterranean region. The report was subject to a large public consultation in which environmental NGOs, including WWF, expressed strong concern about the potential environmental and social impacts of these transport projects<sup>4</sup>. The Euro-Mediterranean countries adopted a Regional Transport Action Plan (May 2007) and met several times in 2007 and early 2008 to verify the proposed axis and to update the list of projects<sup>5</sup>. A Trans Mediterranean Transport Network, TMT-N has been developed and its interconnections with the TEN-T are under discussion.

<sup>1</sup> See 'Maritime Transport of Goods in the Mediterranean: Outlook 2025', Philippe Vallouis, Plan Bleu, May 2010

<sup>2</sup> Goods Transfer from larger vessel to smaller ships

<sup>3</sup> CEMT (European Conference of Ministers of Transport), transport ministries, national statistic institutes, Blue Plan prospective.

<sup>4</sup> To note that the guidelines proposed by the European Commission on the follow up to the consultation refer to the sustainable and social dimension COM(2007) 032 final of 31/01/2007

<sup>5</sup> COM(2008) 125 final

The transport issue, and in particular the Sea Highways, was taken forward by the Union for the Mediterranean and was identified as one of its flagship initiatives adopted at the Paris Summit in July 2008. The updated list of projects was discussed at the Ministerial Meeting on Sustainable Development Projects held on June 25, 2009 in Paris. The list of projects includes, for instance:

- the setting up of railway tracks or their modernising/ electrifying (Morocco, Syria, Tunisia)

- the modernising and enlargement of harbours located in the Southern and the Eastern Mediterranean, with a view to harbouring container traffic (Port Saïd - Egypt, Enfidha - Tunisia, Mersin - Turkey).

Despite the increasing number of projects either underway or planned, a master plan on transports in the Mediterranean which would formalise the work in progress on trans-Mediterranean transport corridors has yet to be defined.

## Proposals

1. While transport infrastructures are responsible for a number of negative impacts on the environment – pollution, coastal environment destruction, territory division; and multiple use conflicts with other activities (fisheries and agriculture in particular), [a transport policy in the Mediterranean](#) should consider existing activity location and labour pools, as well as the means to encourage the setting up of short supply chains.

2. [Funding criteria should be developed for transport infrastructure projects](#) with a view to promoting projects which most effectively prevent negative impacts on the environment.

- [Integrated projects Sea-Rail-Road](#): Harbour infrastructures have to be connected to the hinterland via a modern and electrified railroad network while taking into account the conditions necessary for enabling the development of intermodality (sea/rail). Project relevance should be evaluated considering the capacity of hinterland logistics. Where possible, alternative solutions such as sea and river navigation should be further investigated, in particular using ships suitable for both coastal sea and rivers navigation.
- [Development of a shipping transport network by means of coastal navigation](#) along the Mediterranean shores in order to reduce road transport bulk. Mediterranean coastal trade must take into account coastal or marine environments of high natural value and areas with high wildlife density, through the setting of navigation rules (speed limits, off-limits areas). Although sea transport consumes less energy by freighted unit than road transport, a coastal trade network should not prevent the establishment of a policy to set up and reinforce marine and/or terrestrial protected areas.
- Up to 400 000 tons of oil are spilled in the Mediterranean by different vessels each year (based upon estimation of traffic density and intensity, WWF-2008). Although pollution due to oil discharge amounts to no more than 12 % of sea pollution, this type of pollution requires specific treatment. The UfM can rally bordering country authorities in order to [improve docking ships harbouring conditions](#). In particular the development of recycling facilities for ballast waters to avoid the unlawful cleaning of tanks in the high seas of the Mediterranean should be encouraged by the UfM. This approach must also be supported by [more rigorous and stricter control](#) of these vessels, improved cooperation within the Mediterranean prosecutors' network, and reinforcing the implementation of bordering States' control measures. Such a policy of systematic control by the bordering States is facilitated by the fact that almost all ships navigating in the Mediterranean make at least one stopover in a Mediterranean port.
- [Harbour infrastructure enlargement choices should be subject to rigorous Environmental Impact Assessments, both on the ground and in the sea, and be in line with Coastal Zone Integrated Management](#). These harbour infrastructures must be adapted to hinterland needs and road transport capacities. [Feeder development](#) could provide an alternative to costly investments with far too heavy an impact on the environment.



# Conclusions

Two years after its launch in 2008, the UfM remains a major opportunity to promote full regional cooperation at Europe's Southern "front yard" and to engage EU Member States and Mediterranean Partner Countries on an equal footing. Nothing is perfect, as shown in the previous chapters, but the potential is high.

Making the UfM fully operational would require more clarity on the role of the Co-Presidencies and their links to the EU presidency and the European External Affairs Service (EEAS). Agreement on a strong coordination function, be it either that of the UfM Secretariat or the European Commission or both, with clear opportunities and effective instruments to promote civil society participation are also major pre-conditions. Overall, what will make the difference will be the full commitment and involvement of all 43 countries in the UfM process. Getting such "ownership" is by far the most challenging aspect. It could be achieved by increasing the focus of the UfM regional cooperation on areas of common concern such as sustainable development and the environment.

Mediterranean stakeholders have set up long standing environmental cooperation since the adoption of the Barcelona Convention and notably in the context of the Short and Medium Term Action Programme (SMAP) and also the Horizon 2020 Initiative, which is a "success story" on many aspects. These are useful precedents which should be further developed and enhanced under the UfM.

Today environmental cooperation needs to be taken a step forward to ensure the main assets of the Mediterranean region and its priceless natural capital are effectively preserved. Very positive steps have already been taken with the preparation of the Mediterranean Solar Plan and the Mediterranean Water Strategies, although both still need to be adopted. Additional attention should be paid to forest and other wooded lands, to coastal zones, to biodiversity in general and to climate change adaptation. A maritime dimension, including fisheries and marine protected areas should be embedded in the UfM. Overall, it is the right time to acknowledge that economic growth has to be considered in the context of sustainable development and that addressing environmental impacts of all economic sectors (trade, transport, tourism, etc) is an urgent need.

# Acronyms

ACCOBAMS: Agreement on the conservation of the Balk sea, Mediterranean sea and contiguous Atlantic Areas.

CBD : Convention on Biological Diversity

CFP: Common Fisheries Policy

CSP : Concentrating Solar Thermal

DCI : Development Cooperation Instrument

DDI: Desertec Industrial Initiative

EAF : Ecosystem approach to fisheries

EEAS : European External Affairs Service

EEZ: Exclusive Economic Zones

EIA: Environmental Impact Assessments

EMP: Euro-Mediterranean Partnership

EMPA: Euro Mediterranean Parliamentary Assembly

ENP : European Neighbourhood Policy

ENPI : European Neighbourhood and Partnership Instrument

ETS: Emission Trading Scheme

EU : European Union

FEDER: European Regional Development Fund

FEMIP: Facility for Euro-Mediterranean Investment and Partnership

GDP : Growth Domestic Product

GEF : Global Environment Facility

GFCM : General Fisheries Commission for the Mediterranean

GW : Giga watt

ICCAT : International Commission for the Conservation of Atlantic Tunas

ICZM : Integrated Coastal Zone Management

IFIs : International financial institutions

IPA : Pre-accession Assistance

LME : Large Marine Ecosystem

LTMPs: Long term management plans

MAP : Mediterranean Action Plan

MEDA : Euro Mediterranean partnership financial instrument

MED-ENEC: Mediterranean Energy Efficiency Construction

MedPAN: Network of managers of marine protected areas in the Mediterranean

MFRA: Mediterranean Forest Research Agenda

MFTZ : Mediterranean Free Trade Zone

MoS: Motorways of the Sea

MPA: Marine Protected Areas

MPCs : Mediterranean Partner Countries

MSP: Mediterranean Solar Plan

MSY: Maximum sustainable yield

MW: Mega watt

MWS: Mediterranean Water Strategy

REDD: Reducing Emissions from Deforestation and forest Degradation

REMPEC: Regional Marine Pollution Emergency Response Centre for the Mediterranean Sea

SEA: Strategic Environmental Assessments

SEMC: South and East Mediterranean Countries

SIA: Strategic Impact Assessment

SMAP: Short and Medium-term Priority Environmental Action Programme

TACIS: Technical Assistance to the Commonwealth of Independent States-CEI

TEEB: The Economics of Ecosystems and Biodiversity

TPES: Total Primary Energy Supply

UFM : Union for the Mediterranean

UNCBD : UN conventions for the conservation of biodiversity

UNCCD : UN conventions to combat desertification

UNEP: United Nations Environment Programme

WTO: World Tourism Organisation





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- promoting the reduction of pollution and wasteful consumption



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