

**The Evolution
of Environmental
Policies in the
Mediterranean**
from an NGO perspective

M. Scoullos - A. Roniotes

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Mediterranean Information Office for Environment, Culture and Sustainable Development (MIO-ECSDE)

The Mediterranean Information Office for Environment, Culture and Sustainable Development (MIO-ECSDE) is a Federation of Mediterranean Non-Governmental Organizations (NGOs) for Environment and Development. MIO-ECSDE has since 1991 been acting as a technical and political platform for the intervention of NGOs in the Mediterranean scene. In co-operation with Governments, Intergovernmental and International Organisations, as well as other socio-economic partners, MIO-ECSDE plays an active role in protecting the environment and promoting the sustainable development of the Mediterranean region.

The main objective of MIO-ECSDE is to protect the natural environment and the cultural heritage and its ultimate goal is to promote sustainable development in a peaceful Mediterranean.

Major tools and methods used by MIO-ECSDE in order to achieve its objectives are the following:

- Promotion of understanding and collaboration among the people of the Mediterranean, especially through their NGOs, between NGOs and Governments, Parliaments, Local Authorities, International Organizations and socio-economic actors of the Mediterranean region at all levels.
- Assistance for the establishment, strengthening, co-operation and co-ordination of Mediterranean NGOs and facilitation of their efforts by ensuring the flow of appropriate information among relevant bodies.
- Promotion of education, research and study on Mediterranean issues, by stimulating collaboration between NGOs and scientific and/or academic institutions.
- Raising public awareness on crucial Mediterranean environmental and social issues, through campaigns, publications, exhibitions, presentations, etc.

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PREFACE

This small book is an introduction to the evolution of International Environmental Policy and the gradual, empirical development of a new kind of diplomacy, the so called "Environmental Diplomacy" with emphasis on the Mediterranean region. It should be stressed that Environmental Diplomacy has over the last few years become involved *de facto* also in international negotiations involving the more general issue of sustainable development.

It is not possible to chart the whole area of Environmental Diplomacy – not even from a narrow perspective – within the limits of one single work. The range of important actions, involved agencies and interactions is so broad that if we wished to examine closely just a few special areas or organisations we would risk becoming bogged down in a mass of details which would interest only a handful of specialised academics, diplomats or other officials. On the other hand, if we confine ourselves to generalisations alone there is little chance of original or little known information being communicated and discussed.

Therefore, like the cartographers in the past, we shall adopt a twofold approach, dividing our study into two parts: one general, showing the overall picture, and one more specific, focussing on a few points of greater interest.

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In the first part we shall attempt a broad outline and description of the content of Environmental Diplomacy explaining its relationship to foreign policy and environmental policy. We shall also try to explain the various different forms it assumes, its various objectives as well as the difficulties and "deadlocks" it faces.

We shall then briefly describe the development of International Environmental Policy and Diplomacy at the global level over the last thirty years, reviewing the historical milestones – the major UN conferences, and the basic initiatives and reactions of the EU, other groups of countries and NGOs.

A brief description is also given of the component parties, the 'responsible' agencies and key partners in the shaping of Environmental Diplomacy. We go on to describe the various directions ('circles and spheres') taken when implementing Environmental Diplomacy (identification of priority, creation of appropriate conditions, negotiation, verification and monitoring of results).

The second part is – to some extent – a critical approach which examines the evolution and implementation of Environmental Diplomacy in the Mediterranean region, describing the prehistory, the main factors, the main Convention in force (Barcelona) and its development from a purely environmental agreement to a shared framework for attaining sustainable development, perhaps more so than any other agreement concerning a regional sea. Other cooperative schemes and agencies in the Mediterranean are reviewed in some depth and – for the first time – information, data and behind-the-scenes processes are revealed, with special emphasis on the role of NGOs and their interaction with governments and international organisations, offering examples of the application of Environmental Diplomacy.



PART 1
ENVIRONMENTAL DIPLOMACY

THE EVOLUTION OF INTERNATIONAL ENVIRONMENTAL POLICY AND THE OBJECT OF ENVIRONMENTAL DIPLOMACY

When a little over thirty years ago (1972), at the Stockholm Conference on the Human Environment, it was decided to set up the UN Environmental Programme (UNEP), the environment was regarded as an important but rather narrow, specialised issue, associated with a number of scientific disciplines (biology, chemistry, etc.) with obvious social and economic ramifications and consequences. However, it was also considered to be an issue of limited political importance and secondary economic significance, relatively very low on governmental agendas. This encouraged many individual citizens and groups to undertake their own initiatives – in parallel to the activities of governments and various inter-state agencies – within a diverse environmental movement which generated and staffed hundreds of national and dozens of international NGOs. At the same time, there were numerous official and semi-official initiatives in the scientific, academic and purely governmental sectors, which gradually led to the founding of a large number of intergovernmental bodies, agencies and organisations of varying degree of competence and political backing, intended to play a coordinating or networking role or to frame marginal 'soft' policies in support of other initiatives.

Despite the various movements and policies, which indisputably brought some positive results at the international and, most definitely, at the local level, the state of the environment in global terms continued to deteriorate at an alarmingly rapid rate.

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Concentrations of carbon dioxide in the atmosphere reached the highest levels yet known, critically contributing to the anthropogenic causes of climate change (IPCC, 2001). Reputable biologists maintained that the human impact on ecosystems brought forth the 6th large-scale disaster for global biodiversity. The previous disaster was 65 million years earlier, when the dinosaurs disappeared. One quarter of the planet's mammals are threatened with extinction over the next few years, along with 13% of its flora (Baillie and Groombridge, 1997; Walter and Gillet, 1998). The forests, which were home to most species of plant and animal life, were destroyed at an unprecedented rate, while fish stocks were in such dire straits that without immediate intervention they could be expected to collapse entirely. 60% of the 200 main recorded fish habitats were seriously affected by over-exploitation.

Water resources were, and still are, also in a crisis owing to excessive consumption, pollution and poor management; this was reflected also in soil productivity.

This brief account of the critical environmental problems prevailing in the last 30 years can demonstrate why attempts have now intensified to provide more accurate and detailed documentation of environmental trends, and to create mechanisms to reduce, curb and prevent the various kinds of environmental degradation.

At the same time it has become evident that scientists cannot by themselves supply answers to the questions about the best solutions and mechanisms for preventing environmental degradation and restoration of the environment to a satisfactory condition, since the concept of what is 'satisfactory' is not determined only by eco-toxicological,

chemical or biological parameters, but also by the choices of the community as a whole, which are not always consistent, stable, uniform and on time but rather reflect different values at different times and in different places under the different prevailing conditions.

The environment has now become the object of specific environmental policies and has been included in broader political priorities for many countries and their governments; this trend is growing steadily more pronounced and internationally more powerful, despite occasional differentiation and reversals due to combinations of circumstances.

The issues of environmental policy *per se* initially involved legislation concerning environmental specifications or limits on emissions and systems of environmentally protected areas. However, it was not long before more complex questions began to arise, such as:

- What are the limits of the needed scientific proof and what is the level of 'certainty' required before measures are taken? (this issue is approached quite differently by the US and the EU).
- What degree of environmental degradation (including reversible and non-reversible changes) are we prepared to accept?
- Is it easy to distribute the responsibility between polluters and non-polluters, between the current and future generations? Which social groups or groups of states should share the environmental costs, and on what basis?
- Can today's national and international institutions and mechanisms successfully address the environmental problems we have described?
- How can we ensure that other sectoral policies, national or international, will not undermine, hinder or delay the impact of whatever environmental policies are decided at the various decision-making levels?

Attempts have been made on many levels to answer these and many other similar questions, which are so fundamental to international and national environmental policy-making and eventually to foreign affairs, by governments and through a large range of initiatives, both public and private. Many of these attempts began from small groups of individuals and other nuclei in various parts of the international community, others were initiated by governments or international organisations and all are tangible expressions of Environmental Diplomacy.

The result is that, apart from individual countries, many international and multinational inter-state and/or private organisations and companies have already adopted certain environment friendly policies or strategies and have set up environmental services and offices, while incorporating even more environmental principles, conditions and provisions in their central activities, thereby attempting to undo in good time the adverse impact of other policies on the environment. Here we need to focus mainly on the intentions and not so much on the results, which are in most cases still poor.

Since Rio de Janeiro (Conference of Environment and Development (UNCED), 1992) there has been a tendency for environmental scenarios to be inclusive of equivalent developmental parameters, i.e. social and economic, in an attempt to approach the goal of sustainable development; it is true, of course, that certain attempts are being made to approach the same goal (sustainable development) 'directly' through purely developmental initiatives. The fact is, however, that in the second case most of the organisations, ministries, etc. which were responsible for – and oriented towards – purely developmental (economic, commercial, manufacturing, agricultural, etc.) directions, became, little by little, engaged in increasing the environmental dimensions of their infrastructures, human and material, while also of course increasing the corresponding interaction with centres at all levels involved in shaping environmental policies.

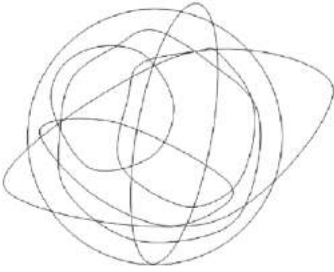
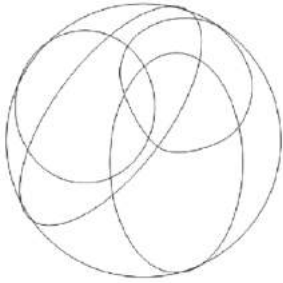
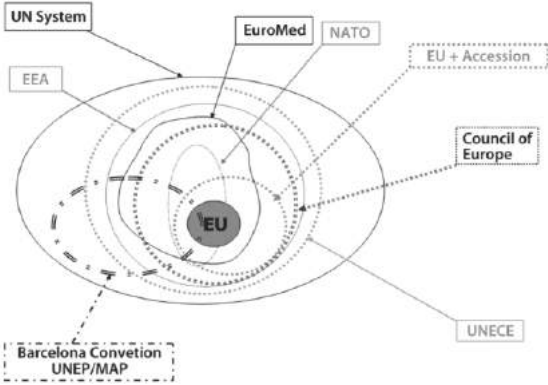
This development in the international arena is, in principle and insofar as it is approached in 'macroscopic' terms, quite clearly of benefit to the environment. Of course, the next fundamental and necessary step is to increase the efficacy of international environmentally friendly action, through improved coordination of the relevant international organisations and the harmonisation of regional, national and local policies with the provisions and agreements which are actually implemented at the international level.

After thirty years of rapid developments in the environmental field, environmental science, technology, policy, legislation and practice have advanced at an unprecedented rate. There has been a corresponding advance in the specialisation in environmental issues in many international organisations and inter-state agencies within and outside the UN family, and within the NGO community. Where there has been insufficient progress is in the coordination of the relevant work.

The constructive approach, coordination and participation in shaping the framework for relations between bodies which formulate or impact upon environmental policies, and the interaction among them, requires experience in the area of international policy and knowledge which, when accumulated, can provide the basis for the new, emerging cognitive discipline usually referred to as 'Environmental Diplomacy'.

Our understanding of the framework or, more precisely, the composite of Environmental Diplomacy, is assisted by the three-dimensional representation of a prism, or even more properly a sphere (inductively easier). Each international organisation develops its activities in a smaller or larger orbit and the larger and more complex it is (e.g. UN) the more numerous and more complex its ramifications above, within and outside the sphere. Whole series of such ramified orbits (smaller or larger) of the various organisations – e.g. EU, Council of Europe, OECD, etc. – overlap and intersect one another, representing the various forms of synergy among the organisations (joint committees, joint actions, conferences, etc.). There are dozens of important inter-state organisations in the field (and therefore dozens of corresponding orbits) which are linked directly or indirectly with thousands of national organisations, agencies and services. There are as many, if not more, large

NGOs which branch out into or unite together thousands of other smaller NGOs, associations, etc. at the national or local level.



Attempts to represent the several circles or spheres within which Greek environmental diplomacy is implemented

Navigating through this galaxy of organisations, exploring, approaching and selecting the shortest and safest orbits, the most beneficial intersections and contacts and the creation of permanent or casual/fleeting spheres of “flickering” clusters of influence of varying degrees is often what is required of both national centres of Environmental Diplomacy (frequently situated in Ministries of Foreign Affairs) and organisations interested in implementing policy in the relevant area.

The processes referred to above (navigation, exploration, approach, selection) as well as others (such as involvement in negotiation, formulating and supporting basic and communicational positions), are that part of the implementation of Environmental Policy which is usually formally described as ‘Environmental Diplomacy’.

It should be noted that in recent years a number of specific types of diplomacy have evolved, most of them establishing themselves firmly at the international level. It is perhaps worth mentioning ‘Commercial Diplomacy’, which is also officially promoted by a special organisation of the UN – the UN Conference on Trade and Development (UNCTAD)¹ – through the “Commercial Diplomacy Programme”, which is intended to assist developing countries in all aspects of their commercial negotiations.

¹ <http://www.unctad.org/Templates/Page.asp?intItemID=1530&lang=1>

THE ROLE OF ENVIRONMENTAL DIPLOMACY AND ITS RELATIONSHIP WITH GENERAL FOREIGN POLICY AND ENVIRONMENTAL POLICY: DEFINITIONS AND EXPLANATIONS

The concept of Environmental Diplomacy has two components, one referring to the environment and therefore to environmental policies, and the other referring to diplomacy and the exercise of foreign policy.

At the inter-state and international level a clear need was developed for convergence and agreement in order to:

- a) achieve policies which will protect the environment at local and global level and
- b) shape foreign policy so that it acknowledges the environment as an important international and regional factor, one which may be decisive in achieving cooperation and stability.

If Environmental Diplomacy is to succeed we must never forget this twofold basis and provenance when shaping international or even national environmental policies and/or when applying diplomatic strategies.

When we talk of Environmental Diplomacy we are referring primarily to the whole range of diplomatic actions which involve bilateral or multilateral inter-state and other related negotiations and agreements traditionally included in the exercise of foreign policy, which directly or indirectly address the protection, use and management of the natural or man-made environment – land, aquatic (including marine) and atmospheric – as well as the related ecosystems and the biosphere in general. In a similar way most negotiations on some part of the environment are directly linked with the corresponding natural resources. When we are discussing the conditions in the estuary of a river we automatically become involved in the examination of the quality of its water and of the fluctuations in its flow and therefore inevitably in its sources and origin, interventions in its flow e.g. dams etc. and therefore water resources themselves. Because natural resources are an essential and integral part of the development potential or the pressures exerted on a region, the object of Environmental Diplomacy since the Rio UNCED in 1992 has extended in an *ad hoc* way to include the concept of sustainable development. Since the 2002 World Summit on Sustainable Development (Johannesburg) in particular, the boundaries of the relevant environmental issues have at the global level decidedly expanded to encompass the issue of sustainable development, while national policies continue to be much more discernible and sector-based (environmental, social, economic, etc.).

It must be made clear that environmental diplomacy is not confined solely to negotiation aiming to achieve the most secure and beneficial national, regional etc. conditions and provisions for an environmental agreement, but – and indeed primarily – to integrate itself into a framework which will promote and utilise the more general immediate and, mainly, medium and long-term interests, aspirations,

prospects and potential of the country or agency which is engaged in the environmental diplomatic process, usually in the context of a broader foreign policy. According to the US Naval War College (December 1997) 'Environmental Diplomacy in the US is a recent initiative developed by the State Department since the end of the Cold War, in recognition that environmental problems are now of global interest and their resolution requires international and regional cooperation'. The same text goes on to say that environmental issues have been recognised as being of fundamental importance for US security. The State Department has identified a direct link between the planet's environmental problems and the long-term economic and political interests of the USA. 'Scarcity of vital resources may have a negative impact on the political stability of most strategically important regions of the planet. Moreover, the exhaustion of fundamental natural resources may contribute to internal political upheaval and, by extension, to international conflict'.

It must also be made clear that although specific environmental problems such as climate change, pesticides, bio-diversity, desertification, the oceans, the ozone layer, water resources, atmospheric pollution, energy resources, land uses, industrial development, etc. are indeed all objects of Environmental Diplomacy, its main, central objective is 'the understanding of the environment as a factor in international relations and collaborations in combination and synergy with the policies being developed by international organisations'.

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In other words, as was traditionally the case with other issues (such as cultural and educational agreements or development aid) the environment and its protection, as 'soft' issues of undisputed global interest, unavoidable interaction, critical importance and frequently (or at least so it was believed in the beginning) not the source of any intense disagreement, are an ideal means and opportunity for the development of cooperation and joint bilateral and multilateral actions involving the participation of the countries themselves and other partners, such as NGOs. From this perspective Environmental Diplomacy is closer than other areas and manifestations of foreign policy to the ordinary citizen, and sometimes uses methods (e.g. consultation procedures) which are traditionally associated more with the exercise of environmental rather than foreign policy.

We must therefore emphasise once again that **Environmental Diplomacy cannot succeed unless it is based on, derived from and combines Environmental Policy and Foreign Policy**. It must understand and interpret both policies correctly and present and promote appropriately the corresponding messages. At the same time it must contribute through a process of feedback, to the most successful possible combination of formulation, monitoring and exercise (i) of international environmental policy and, more broadly, of policy for sustainable development, in a consistent way beneficial to the citizens of a country and (ii) of the broader international foreign policy, its priorities, prospects and interests, whose ultimate objective is to establish peaceful coexistence and efficient governance for the benefit of humankind all around the world.

It must be made clear that Environmental Diplomacy does not identify or define national environmental needs and priorities, nor does it occupy itself with environmental services and the bodies which define them. These priorities, especially when they concern purely domestic matters, are the epicentre of the (internal) environmental policy of a country, exercised by the Ministries of the Environment and the National Environment Agencies and/or Environmental Networks. Of course, when such a policy is drawn up it must take account of international and regional (e.g. EU) frameworks and other commitments. On the other hand, the negotiation of national environmental positions and priorities between the government and third parties, especially abroad, is the object of Environmental Diplomacy.

The necessary coordination between the services and ministries involved is neither automatic nor straightforward; it is discussed elsewhere in the text.

Environmental Diplomacy, therefore, serves the same broader objectives that foreign policy does: it endeavours to secure stability and security for the environmental pillar of development and peace as the foundations for freedom and progress. It may, however, synthesise and sometimes even replace older, narrowly national and 'sectoral' areas of foreign policy and diplomatic practices which are incompatible with 'sustainable' development and the 'globalisation of responsibility' (Hain, 2001).

We may borrow an image of a loom in which the foundation of Environmental Diplomacy might be seen to be woven by the warp with the limits, laws and special features of the natural environment and the rules, special features and conditions created by globalisation in all its forms, especially since the end of the Cold War, functioning as the woof.

National objectives and priorities are continually receding before the priorities of the planet as a whole and its very survival. Yet, these priorities are understood and approached differently by different groups of states, which form themselves into groups not only, or so much, on the basis of geography (e.g. European) or politics-ideology, as in the past, but mainly on the basis of (a) Gross Domestic Product (GDP), and (b) the maturity of their socio-political institutions. The latter includes the scope for action, independence, significance and role allowed or recognised to NGOs by the governments of the various countries, by scientific and academic circles and the civil society in general, as well as to the economic partners as these are organised or expressed individually or collectively. This factor transcends traditional alliances and participation in international treaties, the management of bilateral and multilateral agreements and the creation of inter-governmental organizations. It also involves the new dimension of political actions, necessary for the elimination of generalised risks which do not arise so much from the demands, aspirations and hostile disposition of a country or 'power' but from the weakness or inability of the existing institutions and mechanisms of the international system of governance, and of the national systems, to confront major and generalised threats, deriving from the rapid loss of bio-diversity and global climate change, etc. to the rapid spread of drug use and AIDS. The failure, crisis or inertia of the system as a whole has raised the issue of 'governance' to a central political question, as we seek a 'systemic' approach-solution in which Environmental Diplomacy will play an important and meaningful role.

The most important problem in this approach is that as the system grows and becomes more complex the limits of all the traditional policies become more difficult to discern. At this point we require further clarification of the term and limits of Environmental Diplomacy. Phenomena such as the loss of species or bio-diversity and free access to nature are inseparably linked to the development, for example, of genetically modified organisms (GMOs), and are visibly and directly connected with the environment and Environmental Diplomacy. The above issues, however, are also directly associated with the aspirations and interests of major corporations or countries, and also, inevitably, with the protests against globalisation and the World Trade Organisation (WTO) and also the anti-war and peace movement or, more precisely, its evolution. Where, then, are the boundaries of Environmental Diplomacy? Is there perhaps a part of the course which needs to be covered by Environmental Diplomacy before the baton is passed on to a classic diplomatic approach? Or is Environmental Diplomacy part of a single diplomatic manifestation? Arguments for or against GMOs during negotiation are the object of Environmental Diplomacy, but this may also directly characterise the general stance and position of a country in broader issues of foreign policy. Corresponding issues include the use of nuclear power for energy, questions of bio-diversity, etc.

It is possible that these limits cannot be defined in static terms and the questions cannot be succinctly answered. The limits will be sought and determined through a dynamic process in future, in line with the subject, by:

- (1) The 'natural boundaries' which make up the geographical and classic geopolitical frontiers within which an environmental issue evolves e.g. on the basis of natural catchment areas and eco-systems or eco-regions (at this point the relationship between cultural diversity and bio-diversity becomes a new, serious and 'emerging' parameter)
- (2) The classic and traditional divisions of levels of intervention, e.g. planet → Europe → Mediterranean → sub-regional, Balkan, etc. in close relation to the international organisations which are active in the corresponding areas
- (3) The more specific area of focus on each occasion (e.g. greenhouse effect – use of chemicals – surface waters) and
- (4) The appropriate forms of 'legalisation' for each occasion, the forms of representation and the corresponding levels of governance required for more effective intervention

In a world in which globalisation is neither a pure evil nor a pure good but a new reality with many positive and negative aspects, and above all with many more dangers and opportunities – some obvious, some less obvious – for the future, the need for foreign policy and diplomacy of global scope is obvious and urgent and in this context Environmental Diplomacy will definitely play a very important role, as is already quite clear.

In light of the preceding review of the subject, the content of Environmental Diplomacy is conceptually considerably broader and more serious than indicated by the definition stated earlier (at the beginning of the chapter); it may therefore be

defined as that part of the support system for global policies which involve the environment and sustainable development, including the interaction between the various manifestations of globalisation and the natural and man-made environment. Closely connected with the latter are culture and cultural goods.

On the basis of the above it seems clear that Environmental Diplomacy can involve and embrace many other forms of diplomatic activity, as these can be classified in various government structures, as well as in those of international organisations, NGOs, multinational companies, etc.

Environmental Diplomacy, as we have already said, has its focus also in environmental policy. **By the framing or shaping of environmental policy we mean the collective and coordinated attempt to limit and neutralise the negative impact of mainly man-made pressures on the natural and cultural environment.** We use the word 'mainly' to refer to the fact that environmental policies have to foresee and tackle also the much rarer, exceptional or unusual natural phenomena or disasters with their corresponding symptoms, e.g. volcanic eruptions or major earthquakes, landslides, etc.

Environmental policy is shaped on many levels of governance (from the local and national to the international, regional and global). The nature of environmental issues is more and more impelling the shift from the national to the international framing of policies.

If the problem is local or even national in scope and impact it is not the concern of Environmental Diplomacy, but when it has even indirect effects on (or for some reason arouses the necessity or interest to intervene of) the international community or some of its members, it becomes a matter of Environmental Diplomacy and foreign policy, even if it may not be officially part of international environmental policy. For example, it is common for environmental or scientific organisations or pressure groups to take steps to protect a biotope which has not been formally listed, or even a species which may not be included in the official directories of red books of threatened or rare species. The same may be true of a geological formation or a landscape of outstanding natural beauty. The way in which issues are approached in each case often depends on the circumstances. Regardless of whether the management of the issue (usually in the hands of the Ministries of the Environment) is considered effective or not, legally correct or not, consistent or not with existing national or international provisions, it must be seen as a potential issue of Environmental Diplomacy, involving the country's image abroad.

The issue is clearly more serious and with more evident legal and other consequences and ramifications in the case where a third, foreign party is interested in a local or national environmental resource (biotope, species, etc.) already protected by international treaties or when the inappropriate use (e.g. excessive consumption or pollution) of some resource is reported (e.g. transboundary water resource) which is covered by bilateral or multilateral agreements.

Environmental Diplomacy may play a critical role in negotiating about environmental degradation in which one or more parties are affected in different ways or over which

they resort to international bodies, and involve actions taken by States or other legal or individual entities. Examples may include negotiations over fishing, protected species or protected fish stocks in international waters or pollution caused by ships. Environmental Diplomacy may also be involved when there is absence of policy or failure to apply existing legislation which results in adverse consequences for a neighbouring country e.g. emissions from factories of country A causing acid rain and damage to the forests of country B or when the shared global environment is damaged (e.g. emissions which destroy the ozone layer or contribute to climate change caused by human activities). In the case of the latter examples, which are clearly of a global scale and character, Environmental Diplomacy becomes meaningful and effective only if an agreed or at least draft corresponding Global (international) Environmental Policy exists. For a legally binding commitment there must be agreement and ratification of some Treaty/Convention/Protocol by a sufficient number of countries.

The exercise of Environmental Diplomacy on a cross-border issue requires recognition of the existence of the problem and some form of cooperation between those who are causing the problem and those suffering its effects. In the case of such effects falling outside national frontiers, e.g. in international waters, there is often a need for negotiation not only between the party who caused the pollution, or who is abusing a natural resource and those who suffer the consequences and/or the potential "protector" of this resource, but also with relevant international agencies, which are either involved "neutral" parties responsible for the initiation of dialogue, expert advice, etc. or in other cases the Secretariat of the "framework" Convention which is being breached, etc. In many cases the organisation or Secretariat may take action on its own accord to verify the implementation or violation of the relevant provisions. The relationship between States or national agencies and international (intergovernmental and non-governmental) environmental organisations or international organisations which influence directly or indirectly the positions, ability and capacity of national agencies to exercise environmental policy is also the object of Environmental Diplomacy and is closer to the epicentre of foreign policy. One may mention the following characteristic examples:

In the case of a series of environmental problems (e.g. management of toxic waste, management of risk from genetically modified organisms, etc.) the majority of the countries, especially the developing ones, lack the necessary expertise and infrastructures to thoroughly deal with them. Although the International Conventions and provisions are in place, it is necessary for the individual State with its own peculiarities, weaknesses and needs to communicate them in a convincing way to the international community and seek the appropriate understanding, support and, if necessary, transfer of know-how, etc. This is one of the objectives of Environmental Diplomacy. Furthermore, given the increased influence of the globalised economy, trade and investment activities, natural resources are still often threatened by over-exploitation (e.g. timber, water resources, soil, fish stocks, bio-diversity, etc.) in countries without an established and effective national environmental policy. Environmental Diplomacy, both in the country or organisation promoting the development activity and in the recipient country or region where the natural resources exist, may play a very important role in negotiations on the inclusion of the relevant terms and provisions to limit adverse effects.

At present there are quite a few environmental agreements of high complexity, stipulating terms, principles and data – often highly specific, whose even slightly varied interpretation may result in different commitments or prospects. Effective handling of these requires in-depth knowledge on the part of the operators, who may include diplomats and experts in Environmental Diplomacy, and often experts in even narrower fields, such as Environmental Diplomacy for climate, for water and so on.

Beyond the references already made to different facets and special forms of Environmental Diplomacy and the needs it is called on to serve in respect to foreign policy, we must never forget that Environmental Diplomacy may be seen and used as yet another dimension of general Foreign Affairs Diplomacy and the objectives the latter serves.

Within this context therefore, it is first and foremost to be seen as a valuable instrument in promoting cooperation among peoples, governments and other partners in environmental and sustainable development issues and by extension a tool for limiting the global ecological crisis (in the broadest possible sense). However, it would be a mistake to take too idealised a view of Environmental Diplomacy. Like any other instrument, it is dependent on the use made of it and in extreme cases even on the particular service or even persons making that use. It is therefore evident that Environmental Diplomacy might be used, like diplomacy in general, to hinder progress in an environmental or related issue, or even to serve any number of other objectives or hidden agendas.

At this point we should note that in the present stage of developments in the international environmental agenda we tend to speak less and less of pure “environmental policy” and “environmental diplomacy”. We nowadays usually refer to the environmental dimension of sustainable development, which is seen by almost all the parties involved as the dimension which inspired ‘sustainability’ and determined the specific direction that development (or even ‘growth’) should follow with the corresponding economic and social policies, in order to secure the desired balance, harmony and viability.

Where this balance lies, however, depends on national and local priorities, as well as on the historical background, and above all on the interdependence of specific sectoral policies and the complexity and interlinkages of common and individual interests.

To follow such a development requires a profound knowledge and balanced integration of the sectoral policies and a high degree of coordination, which is rarely attained in practice at country level, at least in the first few years of any attempt to implement sustainable development policies.

As a probable, indirect effect of this approach, we observe at present (2003) a growing reluctance by many countries to undertake new international obligations and sign up to new environmental agreements, with a parallel focusing of interest on securing means and mechanisms for more effective implementation of the obligations already undertaken. This is exacerbated by:

(a) the proliferation of international, global and – above all – regional multilateral environmental treaties, agreements, etc., and

(b) the already meagre and improper implementation of these agreements (even those which are purely and simply environmental in nature), mainly owing to inadequate financing and the absence of sound administrative mechanisms, infrastructures and supervisory structures at national and local level,

A number of countries are attempting to promote this line, mainly the USA, followed by Canada, Australia, New Zealand, Japan and others. In a way the Developing Countries (G77) are moving in a different, but parallel, direction; they too have no desire to take on new commitments without first securing adequate resources and external assistance to fulfil them. From this perspective the EU and its allies are in danger of finding themselves diplomatically isolated – and finally politically isolated too – if they do not consolidate their Environmental Diplomacy in a persuasive, aggressive yet not arrogant or complacent manner.

This observation is made at this point in order to demonstrate another vital aspect of the role of Environmental Diplomacy, which has a direct and substantial link with the general exercise of foreign policy by broad and important groupings of countries like the European Union and its wider circle. If we wish to scrutinise the matter in more depth, we can observe that this diplomatic line, and to a corresponding extent environmental policy itself, is influenced and shaped disproportionately in terms of their size, by those countries which have a highly developed national Environmental Diplomacy. In the EU this is especially the case with the Scandinavian countries, Sweden, Denmark, Norway (not even an EU Member), The Netherlands (countries whose weight in other policies is clearly less) (this is also, but less, the case with Finland) and to a lesser extent with the United Kingdom and Germany, countries which have been making systematic efforts to develop Environmental Diplomacy. In the very recent years small attempts in this have been made also by other countries such as Greece and Italy.

In the development of Environmental Diplomacy methods and procedures an extremely important role has been played not only by the UN but also by the European Communities, with its internal consultations and negotiations on inter-state regulations, directives, guidelines, etc., and also through its dedication to democratic processes which have introduced and/or established in many cases the involvement of NGOs and other stakeholders in international negotiations. An important role has also been played by the USA, Canada, etc. and the intergovernmental organisations like the OECD, in its capacity as a forum for serious dialogue and a “think tank” for ideas linking environment and development issues for all the economically more developed countries.

A BRIEF OVERVIEW OF THE EVOLUTION OF INTERNATIONAL ENVIRONMENTAL POLICY AND DIPLOMACY AT GLOBAL LEVEL (1972 – 2003):

During this thirty-year period there has been an extremely important evolution in environmental matters and international relationships which introduced and made necessary the development of Environmental Diplomacy as part and expression of International Environmental Policy, which was formally initiated on the global level at the *UN Conference on the Human Environment (UN CHE)*, held in Stockholm in June 1972.

It is perhaps worth mentioning at this point – a fact not widely known – that the holding of this first, historic conference was the result of early Environmental Diplomacy, in the framework of which the environment was selected as a means for the Western world and the Eastern Block to come closer. With the first attempts of the post-Khrushchev leadership of the USSR, US and Europe to create openings, Brezhnev himself, influenced by the striking first revelations of serious environmental problems and seeking non-controversial 'soft' new issues for international dialogue, decided that these issues should be included in their agenda for discussions, their initial and obvious intention being to promote scientific and technological cooperation. The Scandinavians, especially the Swedes, being at the peak of their prosperity and with successful social policies in place, had serious problems with public outcry in their own country due to damage to their forests and lakes as a result of acid rain. The latter was the result of problems caused by emissions of atmospheric pollutants by other countries (both from the Eastern Block and the UK), and were thus very interested in hosting an international conference on the subject. The objectives of the conference were expanded and ideas concerning the founding of a special UN programme were greeted positively and found fertile ground. Such a proposal had been formulated and expressed earlier at various conferences in the Mediterranean and elsewhere with high involvement of various NGOs (e.g. 'Pacem in Maribus' Conferences in Malta and others). It was thus decided at the 1972 Stockholm conference to establish the UN Environment Programme (UNEP). It is perhaps not unconnected with the development of Environmental Diplomacy that the first major UNEP programme was the Regional Seas Programme, and its "flagship" the Mediterranean Action Plan – MAP (see relevant chapter), which clearly demonstrates the role of the NGOs in the shaping and promotion of government positions. The emphasis demanded by the USSR on a scientific approach to environmental issues led to related activities within UNESCO, many of which (and not only the scientific ones) ended up being beyond the direct influence of the USA. The reader may be aware that later the latter withdrew from the organisation (although it did support some of its sections, such as the Intergovernmental Oceanographic Committee). However, in the course of 2003 the USA decided to approach UNESCO again and paid a major sum towards its due fees.

Apart from the establishment of UNEP (which however is not a proper UN Agency such as FAO, UNESCO or WHO but a much 'less important' UN Programme), one of the most significant results of the UN CHE was the *Stockholm Declaration* and the adoption of an Action Plan for the Human Environment, which outlined the content of future activities and the areas in which environmental diplomacy would develop.

An immediate consequence of the Action Programme for the Human Environment was the creation, around the world, of Ministries for the Environment or Secretariats at a high political level, as well as of environmental agencies which gave a first impulse to both environmental policy and Environmental Diplomacy.

The original approaches in environmental policy were significantly inspired by the report *Limits to Growth* (Meadows et al., 1972), which to a great extent reflected the concerns and guilt syndrome of the industrially developed countries at that time and the literature of the late sixties and early seventies (*Silent Springs, etc.*). The primary issues of the time were the protection of the natural environment from pollution and the recognition of over-population and the contemporary mentality of high consumption as the root causes behind environmental problems.

The Stockholm approaches encountered suspicion from both the developing countries of the Third World and from the business community both considering the notion of 'limits' to growth an artificial 'barrier'. The decade 1972-1982 saw a non-uniform adoption of national environmental policies. In the USA and the European Community environmental policies were adopted (particular mention should be made to the US Environment Act and the US EPA – Environmental protection Agency) which were progressive for their time and had significantly positive effects on the environment. During this decade intense Environmental Diplomacy was developed *ad hoc* within the European Community and between the European Community and the USA, often sharing as their starting point the OECD consultations in Paris (i.e. see the TOSCA (Toxic Substances and Chemical Act) in the US and the so called "6th Amendment" in the EC).

Developing countries as well as the Soviet Block not only enjoyed little or no progress but in many cases suffered dramatic degradation of the environment under the pressure of harsh economic competition combined with fear of confrontation, the need to tackle poverty and a series of local and national armed conflicts.

At the *Nairobi UN Conference* in 1982, which marked the tenth anniversary of the *Stockholm Declaration*, the only politically significant points were a) a first, hesitant recognition of the role of NGOs, the presence of which was allowed in just a few sessions of the conference, and b) the equally tentative recognition by some developing countries that environmental problems were of equal concern for both the North and the South.

In domestic terms environmental policies were promoted in most countries in an atmosphere of tension between NGOs and the state authorities, or between environmentalists and industries or even between environment ministries and other ministries. The same was true, if less evident, between General Directorates within the European Commission. What is certain is that international organisations and institutions created in the first decade (1972-82) put down robust roots and evolved decisively influencing the establishment of a broader and fairly ambitious environmental policy, the results of which are still present and all-important today.

Governments and international organisations attempted to resolve the tension between development policies (especially in agriculture, transport, regional development, etc.) and environmental policy by introducing 'counter balancing', 'corrective' or 'preventive' policies, such as the Environmental Impact Studies and Assessments (EISs and EIAs), and then adopting the objective of 'integration' of environmental dimensions into other policies at an early stage. Another step in the same direction was the publication in 1987 of the report *Our Common Future* by the UN appointed World Commission on Environment and Development (WCED) under the chairmanship of Gro Harlem Brundtland, at that time Prime Minister of Norway. The report introduced the concept of 'Sustainable Development', the development which addresses the needs of the present generation without hindering the unborn generations in also meeting their own needs. 'Sustainable Development' is a difficult term to properly translate into other languages, taken usually as synonymous to 'durable' or 'viable' development or other terms. In Greek, for instance, a new term is used: 'aeiforos' – meaning development which 'αεί φέρει καρπούς' (always bears fruits). The term and notion of 'Sustainable Development' is borrowed from forestry and attempts to incorporate and design a consistent environmental, economic and social policy as a prerequisite for securing an adequate share of development potential for the underdeveloped countries and the world's poor, as well as for future generations.

At the *UN Conference on Environment and Development (UNCED)* held in June 1992 in Rio de Janeiro (informally called 'Rio Conference' or 'Earth Summit'), the concept of sustainable development was generally hailed as a guideline for incorporating the environment into global policies.

The dominant issues at this time were truly of global scope (climate change, rapid loss of bio-diversity, dramatic increase in desertification, etc.) and it became clear that there was a need for a high degree of policy coordination at global level. All the problems mentioned were aspects of the global environmental crisis and threatened the third pillar of international security and peace *viz* environmental security and ecological stability (the other two pillars being political and economic stability).

It was thus absolutely clear that foreign policy, regardless of the importance of national environmental problems or priorities, had to seriously engage itself with these issues. Hence, the concept and term of Environmental Diplomacy began to gain ground and be regarded as a necessary component of the general diplomatic activity of a country.

Of course, the problems mentioned until now are inseparably linked with the prevailing political, economic and social structures and with decisions and strategies agreed upon at local, national, regional and global levels.

The Earth Summit was covered by approximately 10,000 journalists, befitting the biggest Summit in history. Many thousands of delegates were present from 172 countries, among them many Heads of State and Governments. Thousands of delegates from some 2,400 NGOs also gathered on the other side of the city to make their own unofficial contribution to the proceedings.

Although the NGOs had played an important role in the preparations and dynamic of the Summit, the manner of their inclusion in the proceedings, despite the complicated and time-consuming procedures involved in gathering their views through complex, representative, lengthy and expensive preparatory meetings organised all around the world, was one of the weak aspects of this milestone meeting in terms of the shaping of international environmental policy and diplomacy.

This formal and 'symbolic' weakness should not be misinterpreted. Never before had a summit been accompanied by such intensive and systematic briefing of the public and such a degree of voluntary involvement by such a large number of organisations, volunteers, etc., resulting in a series of activities and long-term commitments by NGOs and in dialogues with Governments and other sectors and stakeholders with effective promotion of Environmental Diplomacy at various levels.

As a result various legally binding and non-binding international agreements were reached and signed at Rio:

Legally binding:

- The UN Framework Agreement on Climate Change
- The UN Convention on Biodiversity

Legally non-binding:

- The so-called *Rio Declaration on Environment and Development*, a statement of principles for future policies on environment and development issues,
- The *Agenda 21*, a broad programme of action establishing the axes, policy goals and priorities for all important areas of policy associated with sustainable development,
- A statement of principles on the use, protection and sustainable development of forests of all kinds (the Statement of Forest Principles).
- Moreover, the Conference decided on the founding of the UN CSD (the UN Commission on Sustainable Development), to oversee implementation of Agenda 21 in close cooperation with NGOs.

The NGOs also agreed on a series of texts, such as:

- (1) the *Earth Charter*, which contains 8 principles and an introduction in line with and complementing the *Rio Declaration*.
- (2) A package of agreements on cooperation among NGOs and the establishment-consolidation of institutions.
- (3) A package of Alternative Economic Issues.

The businesses, through the WBCSD and Schmidheiny's book "Changing Course" (1992) also promoted a new policy image and a new environmental diplomatic tactic of their own.

Of extraordinary political significance as well as the starting point for many complex diplomatic negotiations was the fact that for the principle of sustainable development to be accepted by all groups of states the gap had to be bridged between environmental and development priorities of the industrially developed countries and the developing world.

Thus, while the developing countries accepted that *environmental protection and environmental policies are an integral part of the development process* (Principle 4 of the Declaration), the developed countries accepted the fact that because of their different history and current contribution to environmental degradation (e.g. to pollution, etc.) *the developed and developing countries have 'shared but differentiated responsibility' in the promotion and attainment of sustainable development* (Principle 7).

One could therefore claim that international Environmental Diplomacy supported the Rio agreements in achieving this very delicate balance between the expansion of environmental commitments by developing countries, while securing the commitment of the developed countries to lead the effort to combat global environmental degradation and support the developing countries economically, technically and institutionally on the other.

In pursuit of this objective the industrially developed countries pledged to transfer 0.7% of their GDP to the developing countries as part of their official development aid to them.

The results of Rio definitely inspired the introduction and/or strengthening of a new type of environmental policies in many countries, organisations and companies. Yet, it proved difficult to convert all these policies, proclaimed with such enthusiasm, into specific actions and tangible environmental improvements. The introduction of the principles of sustainability into sector policies proved much more difficult than many had believed. In the attempt to approach critical international issues dealing with specific aspects of sustainability, a series of important UN conferences were arranged over the years 1992-1997:

- International Conference of the United Nations on Population and Development, Cairo, September 1994
- 4th World Conference on Women, Beijing, 1995
- World Summit for Social Development, Copenhagen, 1995
- 2nd UN Conference on Human Settlements - Habitat II, Istanbul, 1996
- Kyoto Protocol: emissions control of greenhouse gases, 1997
- Environment and Society: Education and Public Awareness for Sustainability, Thessaloniki, 1997

All these conferences contributed greatly to the exchange of views, clarification of concepts and the elucidation of positions and opinions; they also demonstrated the urgent need to establish centres for the consistent and systematic exercise of Environmental Diplomacy within national structures, based on a thorough knowledge

of distinct environmental issues and on an alliance of forces between countries and between countries and NGOs or other major 'players' while taking into account specific policies in the broader positions of the protagonists' foreign policy.

Many of the agreements reached during this period have yet to be implemented. For example, the Kyoto Protocol, in the Framework Convention on Climate Change, has still not come into effect, since the minimum required number of Parties to the Convention have not ratified it yet¹. It should be noted that according to the Protocol in question the industrially developed countries have undertaken, for the first time, binding commitments on the reduction of emissions of greenhouse gases. We are all aware that recently the USA, under the President George W. Bush Administration, have revised their position on the issue, an indication of the general 'backtracking' practice in US international environmental policies, with corresponding major changes in the objectives of their Environmental Diplomacy.

It should be noted here that even in the case of the Biodiversity Convention, which has already come into effect, there are serious difficulties in giving specific form to the implementation of the so-called 'ecosystems approach', a "hot potato" in Environmental Diplomacy negotiations.

It should also be made clear that by 1997 some of the serious difficulties in implementing the Rio commitments became officially apparent, both during the proceedings of the various special conferences and at the *UN General Assembly Special Session (UNGASS)* in New York (June 1997). The differences between the North and the South which had temporarily been bridged at Rio were surfacing again.

The main cause was (and continues to be) the failure on behalf of the developed countries of the North to fulfil their promise and increase official development aid to 0.7% of their GDP. In practice, this aid was actually reduced by 20% during the period 1992-1997. Some progress was made with the creation of the Multilateral Fund for the Montreal Protocol (protection of the ozone layer) and the founding of the Global Environmental Facility (GEF) as the main funding mechanism for supporting the climate and biodiversity agreements, mainly through assistance in transferring expertise and technology to developing countries.

However, both UNGASS and the *Rio+5 Conference* in Rio de Janeiro (1997) left a bitter taste, demonstrating the gap between the fine rhetoric of the proclamations and intentions and the tentative and meagre steps actually taken.

Despite the disappointment, a series of outcomes were decisive in influencing the next steps, although at the time of their formulation they did not receive the attention they deserved. Parties with experienced environmental diplomats would recognise already in 1997 the prevailing trends at Johannesburg in 2002, five years later.

¹ The rules for entry into force of the Kyoto Protocol require 55 Parties to the Convention to ratify (or approve, accept, or accede to) the Protocol, including Annex I Parties accounting for 55% of that group's carbon dioxide emissions in 1990. See <http://unfccc.int/resource/art25#art25>.

The urgent needs in areas relating to Agenda 21 which were recorded during the preparations and the various sessions of Rio+5 were as follows:

- (1) The need to prioritise combating poverty and inequality in attaining sustainable development.
- (2) The need to halt the reduction in Official Development Aid (ODA).
- (3) The need to secure access to clean water and basic sanitation for a large part of the world's population.
- (4) The need for a global strategy to confront climate change.
- (5) The need for a coordinated strategy for the sustainable management of forests.
- (6) The need for more effective international cooperation in order to halt the catastrophic drop in fish stocks in many of the planet's seas.

Apart from the fact that at Rio+5 the environmental agenda was defined through the trumpeting of numerous statements and 'accomplishments', one might make three other serious observations of significance to Environmental Diplomacy:

- (1) The role of the NGOs was given official standing. Their representatives were invited to address the Ministers. This trend not only offered a symbolic and profound acknowledgment of the role of civil society; it also invited the NGOs, even if indirectly, to share the 'responsibility for failure'.
- (2) It became clear that the difficulties in international environmental cooperation were more serious from the moment that other aspects of sustainability (economy and society) had to be considered. This, at a time when the structure and expansion of the international economy and the flow and distribution of economic resources followed a rampant tendency towards globalisation, disproportionate to the directions indicated by environmental and social policy and the principles of sustainable development.

It became clear that neither Environmental Diplomacy nor the whole spectrum of foreign policy of individual States can tackle this issue if the external dimension of sustainability is not a central objective of national policies and priorities of all countries. The European Union has understood this and attempted to tackle the issue in its new Treaties which formulate the institutional basis of its existence and operation¹.

- (3) Also apparent was the need for real improvement and in-depth readjustment and strengthening of the internal mechanism of the UN and its corresponding organisations, agencies and departments, so that the issues of the environment and sustainable development can be managed in a responsible and more effective manner.

¹ See: the Amsterdam Treaty (signed in 1997, entered into force in 1999). Its objectives were to create the political and institutional conditions to enable the European Union to meet the challenges of the future such as the rapid evolution of the international situation, the globalisation of the economy and its impact on jobs, the fight against terrorism, international crime and drug trafficking, ecological problems and threats to public health.

The five years between 1997 and 2002 (the Johannesburg WSSD) can be described as a period of environmental 'introversion' in terms of environmental policy. More correctly, this period must be understood as a time of regional and national diffusion of the concept of sustainable development in order to readjust and strengthen the corresponding internal structures and promote 'implementation' rather than 'generation' of new policy.

In this context, the development of another process, the so called *Process for the Environment of Europe* or *the Dobris process* was initiated in 1991 within the framework of the UNECE (the Economic Commission for Europe, which actually includes 55 States of the northern hemisphere including the EU, republics of the former Soviet Union, as well as the US and Canada). This was of particular importance to the wider Europe including a large part of the Northern Mediterranean. The process views Europe as a single environmental space, from the Urals and central Asia to the Atlantic, as does the structuring and development of environmental policy for the Mediterranean basin (see relevant section on the *Barcelona Convention*).

At the same time we must not forget that the enlargement process of the European Union involves the full acceptance and integration by the new Member States of the *acquis communautaire* including the EU environmental policy and its commitments under internal and international environmental law.

In the European Union *sustainable development* was adopted as one of the key objectives of its internal environmental policy as far back as the Maastricht Treaty in February 1992, just a few months before Rio, and supported on the basis of this principle its 5th Action Programme for the Environment, which actually bore the title 'Towards Sustainability' and in which it stressed as its central axis the need for closer cooperation among governments, businesses and civil society. The results of the 5th Action Programme were positive but not as spectacular as most people expected.

The Amsterdam Treaty confirmed the dedication of the EU to the goals of environmental protection and the attainment of sustainable development. Of particular importance to future Union policies is the new article 6 of the EC Treaty, which stipulates that both Community bodies and Member States must incorporate environmental provisions and dimensions in the development and application of all European policies and measures, specifically in the Common Agricultural Policy, the Common Commercial Policy, the Common Fisheries Policy, Energy policies, policies for Trans-European Networks, Social Cohesion, Research and Development, and also the Policy for Development Cooperation with third countries.

With reference to article 6, the European Summit at Cardiff (June 1998) committed the EU to the meaningful implementation of the *environmental integration principle* in all European policies and their manifestations (i.e. indirectly and in the more general 'diplomacy' of the Union). It also went so far as to demand - on the basis of the so-called Cardiff Process on Policy Integration - of all the individual (sector) Councils of Ministers that they prepare detailed reports on how they plan to incorporate environmental provisions in their respective policies.

The Cardiff process is inseparable from the framing of the European Strategy for Sustainable Development, demonstrating the close relationship between internal and external policy and the interdependence of the respective policies. In March 2000, the European Council in Lisbon set out a ten-year strategy to make the EU the world's most dynamic and competitive economy (Lisbon process). The environmental component was added in 2001 thus transforming it into a Sustainable Development Strategy. Under the strategy, a stronger economy will drive job creation alongside social and environmental policies that ensure sustainable development and social inclusion.

In the USA the approach has been far less statutory and 'binding'. When Clinton took office in 1993 he established the President's Council on Sustainable Development (PCSD), which in its six-year life presented a series of reports of multi-stakeholder consultations on a range of critical issues (e.g. issues of energy and transport, agriculture, ecologically productive economy, population-demographic issues, consumption, etc.) concluding its activities with the report 'Towards a Sustainable America' (1999). At the same time the EPA (Environmental Protection Agency) established a number of Regional Centres for Sustainability, whose objective was to develop strategies to bring US policy into line with the principles of sustainable development.

The arrival of President G. W. Bush in the White House diminished the initiatives of previous US administrations to promote the goals of sustainable development, with clear reflection on the country's foreign environmental policy as clearly expressed by its Environmental Diplomacy in many international fora. The shift was justified in terms of "pragmatism" and urgent needs for strengthening traditional security and economic development.

Among the most important manifestations of international environmental policy over the five years preceding the Johannesburg WSSD (2002) are the *Millennium Development Goals (MDGs)*, which, as a result of Environmental Diplomacy, constitute the declaration of commitments by world leaders as we entered the Third Millennium. These objectives are clearly close to the central axis of attaining sustainable development and in general terms follow the main observations already made in Rio + 5.

Of particular interest are the objectives to reduce poverty and secure access to clean water by 2015 for half of the population currently deprived of even a rudimentary safe water supply. These moral commitments are followed by a reassertion of the economic commitments on behalf of the developed countries, made later in Doha and Monterrey.

All the above mentioned commitments were essentially re-stated and reaffirmed at the *World Summit on Sustainable Development* in Johannesburg (August-September 2002) and especially in the Johannesburg Declaration and the so-called Plan of Implementation (POI). This Implementation Plan includes the following objectives and timetables:

- Drawing up of plans for Integrated Water Resources Management (IWRM) by 2005,
- Access to clean water and basic sanitation by 2015 for half the population currently without these basic amenities, and

- Corresponding objectives for access to energy and to education for all, with parallel promotion of education for sustainable development through a special Decade dedicated to this goal, etc.
- At the same time it was considered an important achievement that voluntary *Type II Initiatives* were established and officially announced; these are intended to promote pilot and other original actions on the basis of voluntary initiatives in areas of activity and geographical zones where there are greater needs or prerequisites through varied, flexible structures and combinations. Many developing countries and NGOs initially expressed reservations about these initiatives because of lack of clarity in the criteria for classification of such initiatives and because they were afraid that they might be used as a cover for lagging Official Development Aid or gradual replacement of such aid.
- With regard to the reorganisation and strengthening of the role of the UN in managing issues of the environment and sustainability, progress has been slight and relatively unclear. At both Johannesburg and the Conference of the *UNEP Governing Council* in Nairobi (2003), the position of UNEP was strengthened but it was not granted general responsibility for sustainable development. The role of overseeing Type II Initiatives, and more generally the Dialogue for Sustainability, remains with the UN CSD, while other UN organisations and programmes (FAO, WHO, IMO, UNESCO, WB, UNDP) are called on to incorporate environmental provisions in their policies, in a systematic way with full reporting, and to contribute to sustainable development.

This brief outline of the evolution of global environment and sustainable development policy over the last thirty years demonstrates that despite slow progress and delay in impressive steps to improve the state of the environment or of social, welfare and other issues, there has been rapid development and increased demand for a credible and properly informed Environmental Diplomacy. Such diplomacy is already being practised in many countries in an *ad hoc* way by small groups of diplomats with understanding of and experience in environmental issues and by environmental experts and officials often in the ministries for the environment with practical experience in diplomatic missions, dealing with international organisations, agreements and negotiations. In many cases, personalities – mostly academics – from outside the administration, with relevant knowledge and experience, are recruited and entrusted as experts or external advisors to assist in the formulation and exercise of Environmental Diplomacy in close cooperation with ministries of foreign affairs and/or environmental ministries.

CONSTITUENT ELEMENTS FOR THE FORMULATION AND APPLICATION OF ENVIRONMENTAL DIPLOMACY

Given all that has been mentioned in the previous section, for Environmental Diplomacy to be exercised properly (i.e. to effectively promote an international agreement on a specific environmental issue) the best possible coordination between the analysis of data, current and historical knowledge, accumulated experience and actions should be obtained exploring the following areas:

- a) The basic lines and objectives of a country's foreign policy or the external policy of the relevant organisation, if this is the case.
- b) The country's general environmental priorities and the direction of its environmental policy and priorities for sustainable development.
- c) The particular issues (environmental, economic, social, etc.) which form the core of the specific negotiation or action.
- d) The international framework in which the action in question is to be formed, including:
 - i) The initiating international agency and its related bodies, (Committees, Working Parties, etc.)
 - ii) The historical development of the issue/initiative in question
 - iii) Similar and related actions which the new action will strengthen or replace and the relevant incentives and possible groupings supporting - or possibly opposing - the specific initiative.
 - iv) Other related international organisations or structures, whose interests coincide with, or are in conflict with, the specific action.
- e) Possible special interests or aspirations of the country or important agencies or even individuals with influence, associated with the action.
- f) The viability of the follow-up, possibility (economic, administrative, etc.) for support of the initiative/action in the future as well as in the medium and long term.

The clarification, definition, formulation, correlation, control and proper communication of the above components and other 'elements' of Environmental Diplomacy is done in significantly different ways from country to country depending on the prevailing administrative, political and scientific support structures and culture.

Obviously there is not a single course or 'recipe' to follow. As a rule, in every attempt at systematisation or definition of optimum conditions we must seek to utilise, correct, adjust and re-articulate structures and elements which are already in place rather than creating entirely new structures.

The remarks in this chapter take into account, a typical Mediterranean country. To analyse the elements already mentioned we must first understand the basic formative factors, i.e.:

- The Foreign Ministry as a whole and more frequently - depending on circumstances - the directorates, services and committees within the ministry engaged in environmental matters, and the international organisations directly or indirectly involved (see below).
- The Ministry for the Environment, Ecology, or in some cases of Natural Resources or even of Sustainable Development, especially the directorates dealing with international affairs and the European Union, as well as other theme-specific directorates and services overseeing or representing the country in international agreements and fora.
- The country's permanent delegations (and accredited representatives – embassies) at the major decision-taking centres e.g. New York and Geneva (UN), Brussels (EU), and at other intergovernmental organisations, e.g. Paris (OECD, UNESCO, etc.), Rome (FAO, IFAD), Nairobi (UNEP), Brussels (NATO), Copenhagen (WHO), etc.
- A series of other ministries (e.g. agriculture, energy, development, transport, mercantile marine, etc.) according to circumstances.
- Major international NGOs, mainly those involved in the drafting and consulting phases of international/global/European/Mediterranean environmental policy, and their affiliated national NGOs.

International NGOs can be divided into three categories (a) statutory NGO Federations - umbrella organisations of national and international NGOs (e.g. the European Environmental Bureau (EEB) or the Mediterranean Information Office for Environment, Culture and Sustainable Development (MIO-ECSDE), (b) loose thematic networks of NGOs (e.g. Climate Action Network, MARE, etc.) and (c) International NGOs with national branches (e.g. Greenpeace, WWF, FoE). The relative influence of each one of the above is dependent on the issue and the relevant fora where the initiative is undertaken or negotiated. In the major official fora the first category (a) being the most representative [and to which categories (b) and (c) usually also belong or with which they cooperate] has the greatest influence and weight. Also, because it comprises national NGOs it is often more acceptable to national governments. For specific issues a 'thematic network' with greater specialisation in a particular area may become much more influential. Finally, international organisations with central strategic formulation of political positions and subsequent dissemination to national centres or international conferences are usually more consistent and more effective in networking. Often however they may arouse some negative reactions within national mechanisms, sometimes being seen as 'foreign' intruding organisations with unsuitable for the country objectives or "unclear" motives.

- A series of chambers (e.g. Technical Chambers, Commercial and Industrial Chambers, etc.) institutes (e.g. Scientific Institutes, Institutes for Agricultural Research, etc.) and collective agencies (e.g. Trade Union Congresses, Unions of Municipalities and Communities, etc.) depending on the nature of the issue.
- Circles of experts, usually academics, former diplomats and public figures who have developed, through their activities, initiatives and relationships, the possibility

of a timely intervention and/or flow of information and exertion of influence. Several personalities may be very influential in channels of informal negotiation with Secretariats of international organisations, agreements or with other countries participating in the same agencies.

- Finally, of extreme importance are the agencies which decide on the two main economic elements of the whole system i.e. a) the financing of the whole mechanism of production and application of Environmental Diplomacy, currently fragmented in most countries into many small parts, mainly at the Ministry of Foreign Affairs and Ministry of the Environment, but also linked with the Ministry of National Economy, and b) the mechanisms for management and coordination of whatever external aid is provided by the country in question to other countries for environment and sustainable development programmes. These agencies usually reside in the Ministries of Foreign Affairs.

In small countries, coordination among all the above factors or among those having something to offer at any given moment, quite often occurs *ad hoc* before major international initiatives, conferences or meetings where the initiative is taken by one of the 'partners'.

In a more consistent pattern the Ministries of Foreign Affairs have occasionally set up various committees whether: thematic or per corresponding international organisation e.g. National UNESCO Committees and the corresponding MAB/UNESCO Committees; 'platforms for consultation' with NGOs or managers of development aid; more specialised Advisory bodies, such as the Commission on Sustainable Development, which may involve participation of the relevant directorates of the Foreign Ministry, of the relevant departments of the Ministry for the Environment and other Ministries, and of experts able to assist in the representation of the country in relevant fora and in proposing emerging key issues or opportunities for intervention, thereby contributing to the application and implementation of Environmental Diplomacy.

If one wishes to establish a realistic illustration of the situation, it should be taken into account that the definition of priority issues in Environmental Diplomacy is determined to a very large degree by the so-called 'International Agenda', which is jointly decided by individual States and more often by large groupings of States at major international conferences and then gradually given more narrow or specific definition by regional international organisations and, in the case of EU Member States, by the EU. Thus, in respect to the allocation of responsibility for implementation there is a clear top-down process, which operates almost automatically, with relatively limited feedback and with reduced involvement on the part of the Ministries of Foreign Affairs, apart from the initial negotiation and the process of presenting the results (reporting). Nevertheless, most countries are able to exercise Environmental Diplomacy when articulating and proposing positions in a variety of other fora involving international environmental policy. For the Mediterranean countries, for instance, they could promote their views during the framing of common positions or strategy of the EU (if they are EU Members) or,

through regional and other agendas and 'circles' or 'spheres' of influence (e.g. Mediterranean, Balkan or Arab sub-regions, etc.). For the identification, elaboration and synthesis of such positions there is need for a 'unit' combining the different features or at least a *think tank* supported even by a light administrative structure. For optimum results of such a unit or other similar structure i.e. to be able to rapidly and effectively promote policies, it should be strategically located, with adequate mandate and supported by an appropriate administrative framework and by experienced officials, external experts and representatives of competent agencies interested in each particular case.

Ideally, such a unit should also secure close links with the national Committee on Sustainable Development that may exist in the country and provide a *forum for meaningful convergence and cooperation* between the relevant services of the Ministry of Foreign Affairs and Ministry for the Environment as well as other critical Ministries. This forum can be facilitated by a very small staff and may act as an Advisory Board for the more transparent formulation and diffusion of Environmental Diplomacy.

USUAL SPHERES OR DIRECTIONS OF ENVIRONMENTAL DIPLOMACY

First of all, it must be made clear that when referring to 'directions' in foreign environmental policy and diplomacy of a country it is possible to indicate only the general lines, means and areas in which policy and diplomacy traditionally evolve as a result of national, geopolitical and historical developments in the external relations of a given State (linked to geographical and security reasons, commerce, cultural and political relations, etc.). It is certain that regardless of planned and strategically selected priorities of a country, the *ad hoc* involvement in some environmental issues is unavoidable, either automatically as a consequence of direct or indirect contractual obligations (either bilateral or multilateral) or sometimes purely as a result of circumstances (e.g. in response to a crisis or to an offer or initiative of a neighbouring State, etc.). Such reaction and involvement entails the undertaking of activities usually assumed at the international level and implemented mainly at the national and local level. In almost all cases these initiatives are followed by reporting on actions and progress, both by the members (usually States) to the relevant Secretariats and by international organisations to their members. The frequency and weight of these reports and other contractual obligations often reflect the importance each country attaches to the corresponding organisation and its interests in a specific 'direction' or 'sphere' (e.g. EU, Mediterranean, Balkan, etc.) or issue (e.g. water).

It is also important to emphasise that contemporary perception of international interaction (and therefore of Environmental Diplomacy), without questioning the prominent position taken by the authorised agencies or 'focal points' of each State, also take seriously into account the overall picture and the messages sent out to the corresponding organisation or 'circle' of the international community by the entire range of a country's agencies - governmental and non-governmental. These messages sometimes are compatible, sometimes in contradiction. In many cases, in fact, where the interaction between partners is contradictory, (even when negotiations are a matter solely of governments or inter-governmental agencies) vital agreements, investments, etc. can be disrupted or even cancelled by the absence of 'positive independent testimony' provided by the representatives of public opinion or civil society e.g. the press, NGOs, scientists, etc. Thus, when referring to the Environmental Diplomacy of a given country, we are in fact talking about the constituents and the whole range of messages, activities and initiatives in the area of international environmental policy, in a wider sense, involving primarily the government and the public administration, but also all the basic social partners, the civil society organisations and NGOs active within the country and frequently even abroad.

Within this framework there will of course be a whole range of positions which determine the essential outcome of consultation or negotiation of Environmental Diplomacy. In many cases the official participation of a country in initiatives or activities is but the final step in a long series of proposals, unofficial consultations and actions which have been initiated by local authorities, private foundations, NGOs or even energetic individuals with or without the early involvement of the relevant government.

Activities which are part of Environmental Diplomacy can be classified systematically in many ways, and on the basis of different criteria, for example:

1. The international organisation in which the core activity is developed and which might be the 'initiating' organisation, intergovernmental or other (UN, EU, etc.). In this case expertise on the issue is required, as well as thorough knowledge of the relevant organisations involved. Above all, what is required is 'collective memory' and consistency about previous positions. In other words, avoidance of fragmentary involvement and representation by frequently alternating individuals and different uncoordinated services.
2. The geographical area where the activity is exercised (e.g. Europe, Mediterranean region, etc.). What is required here is in-depth understanding of the evolution of environmental policies in the region and the geopolitical dynamics associated therewith; again, consistency and continuity are crucial.
3. The area of environmental specialisation or the specific problem in question: e.g. water, energy, desertification, oceans, etc. In this case Environmental Diplomacy cannot be exercised properly without full knowledge of technical details. The involvement of good technical/scientific experts is crucial.
4. The type of the national corresponding agencies or focal points related to the issue – such agencies or focal points are frequently in place as a result of many different, not always rational, reasons. They are there for monitoring and reporting the state of the environment or the country's positions on a specific issue. Often, individual officers within the public service known as 'national managers' and correspondingly those "responsible for specific issues or subjects", frequently translate the national strategies and positions or deal with the issue in an *ad hoc* way, contributing to the formulation of Environmental Diplomacy. In some cases instead of officers from national governments we may have relevant organisations of local government or even NGOs, Academia, political organisations (parties), technical/economic or professional organisations e.g. technical chambers, etc. Nowadays, the cluster of such organisations is involved in a very large range of activities directly or indirectly linked with a specific type of Environmental Diplomacy with or (usually) without full coordination on other levels. However, the results of these activities are usually very important components of the overall Environmental Diplomacy of a country.

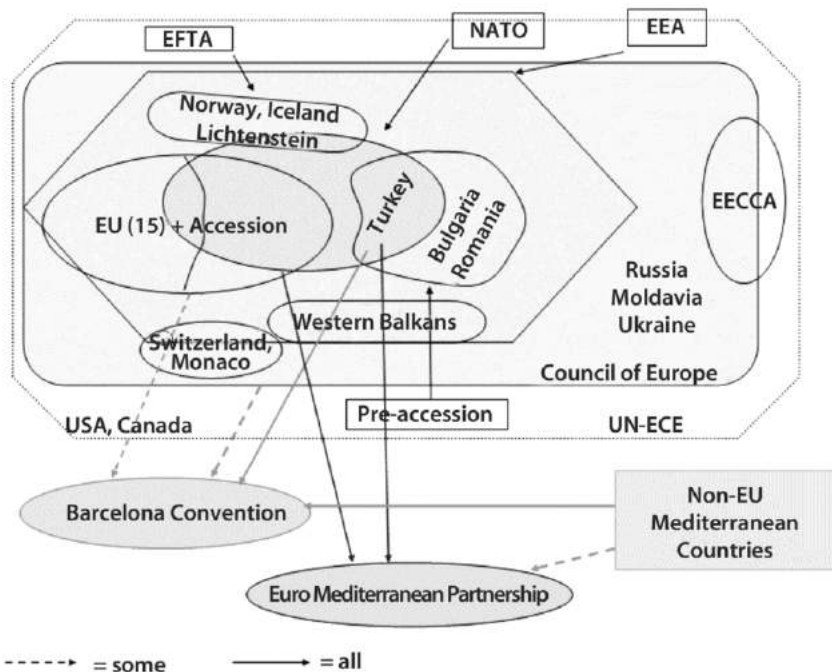
An example is the initiative of the International Chamber of Commerce (ICC) in 1992 on voluntary commitments by industries to adopt a code of ethics for Rio. The ICC proposal, which reached the departments of ministries, the relevant chambers, etc. secured no response at all by some countries. However, through collaboration between NGOs – members of the EEB – and the Confederations or Chambers of Industry, a 'charter' was drafted, translated and accepted and then presented internationally. When the results were announced at international fora the corresponding national representatives knew virtually nothing about it.

There are abundant examples from which it appears that a very large number of international initiatives in the area of environmental and sustainable development policy are undertaken and completed with absolutely no provision, intention or attempt to link them with any national 'framework' of Environmental Diplomacy.

5. **Combinations of the above**, both simple and more complex, e.g. Environmental Diplomacy involving NGOs (see 4), Environmental Diplomacy and water (see 3), Environmental Diplomacy in the framework of the Euro-Mediterranean Partnership (i.e. Mediterranean and Europe) (see 2 and also 1) because it indicates also the organisation (EU) which provides the framework.

From a practical point of view the most useful initial classification follows the grouping of countries of an area or zone in the sense of grouping entities with common features not entirely or necessarily in geographical terms, but in direct relationship with the initiating international organisation or organisations which define, shape or control the environmental or sustainable development policies or activities in the corresponding areas.

In the case of this composite grouping (geographical in combination with international organisation) we can discern many 'spheres' or 'circles' of influence or exercise of Environmental Diplomacy with activities which may involve or derive from multiple initiatives, public or private. In the following figure we attempt to schematically depict the webbed 'circles' (for Europe and the Mediterranean) with the relevant dimensional proportions.



The main intersecting spheres or overlapping circles (of varying size) of European and Mediterranean Environmental Diplomacy are as follows:

1. European Union and its agencies and affiliations (e.g. European Environmental Agency, European Union + EFTA + candidate countries, etc.)
2. Broader European (Council of Europe)

3. Broadest 'European' (UN ECE) (including USA and Canada)
4. Economically developed countries (OECD)
5. Atlantic Alliance (NATO)
6. Balkans and Black Sea (Stabilisation and Association Process (SAP) and Black Sea Economic Cooperation pact (BSEC)
7. Mediterranean (*Barcelona Convention* (MAP/UNEP) and Euro-Mediterranean Partnership (EMP).
8. Global (UN).

The intersections and overlapping areas of the various circles indicate the voluntary and institutional interaction between them. In historical terms and in respect of size and global participation the most important circles for the Mediterranean countries are definitely:

- 1) **The global**, with its main organisation the UN (and within its special bodies the UNEP, UNCSO and a host of other organisations, which cover specific relations: e.g. of food, agriculture, fisheries, meteorology, shipping, etc. with the environment (FAO, UNESCO, WHO, WMO, IMO, IFAD, WB, ILO, etc).
- 2) **The Mediterranean**, with its main agency the UNEP/MAP acting as the Secretariat of the *Barcelona Convention* and its Protocols and partially the EU, through the Euro-Mediterranean Partnership (EMP).
- 3) **The UN-Regional levels** around the Mediterranean which actually include three UN regions: the UN ECE (Economic Commission for Europe), the East Asian and North African sub-regions.
- 4) **The European** with its basic defining direction and entity the European Union (EU), with all the agencies, bodies, dimensions and prospects which derive also from its recent enlargement and collaborations. By extension this enlarged circle tends to coincide with that serving the Council of Europe (CE).

There are additional circles of special interest:

- 5) The OECD with its 44 economically developed countries from all continents, including most of the European and many Mediterranean ones.
- 6) NATO with the members of the Alliance, also from outside Europe and the Mediterranean. NATO's environmental dimension has so far been on the weak side* but it may be strengthened in future since there is a trend for the concept of 'security' to include that of 'environmental security'
- 7) The League of Arab Nations which currently numbers 22 member States.

One can see that the various circles of the geographical-organisational groupings communicate automatically when an issue is introduced into the system, e.g. energy, water, oceans, etc., and the involvement of the national managers, focal points and various non-governmental, scientific or professional organisations is inevitable.

*In the 70s and 80s emphasis was given on strengthening scientific research and post-graduate training on environmental issues.

APPLYING ENVIRONMENTAL DIPLOMACY

Four phases/categories of action might describe the practical application of Environmental Diplomacy:

- A. Identifying priorities
- B. Creating suitable conditions for intervention
- C. Intervention - negotiation
- D. Control – monitoring of the results and possible revision or readjustment of policies.

The development of these actions obviously requires internal organisation and exchange of information and consultation with other competent departments in the Ministry of Foreign Affairs and/or the Ministry for the Environment, and with those in charge of representing the country and formulating the national positions, even in indirectly linked issues, at UN, EU and other international organisation level. The agency or individual carrying out the specific, foremost activity of Environmental Diplomacy, e.g. a specific negotiation or submission of a proposal, etc. must adhere to its mandate and the given legal framework. It is needless to say that the personality and communication skills of the individuals who carry out the mission (e.g. negotiations) decisively influence, positively or negatively, the outcome and for this reason the selection of suitable persons for delicate environmental diplomatic handlings continues to be as important in the era of computers as it was in the time of Metternich!

A. IDENTIFYING PRIORITIES

The first phase contains all the actions necessary for collection and assessment of information and identification of needs, possible risks and opportunities for the development and application of environmental diplomacy. These may include:

1. Systems for timely or preliminary identification of serious environmental risks, for which evidence is beginning to mount that an international or regional action is required. For example, emerging problems today include substances which may affect the human hormone and lymph systems. In some countries the problem has been diagnosed as extremely serious. More known examples include the problem of the higher frequency of extreme meteorological phenomena, e.g. floods, etc.
2. Systems for urgent response to environmental dangers or disasters which often require humanitarian or other aid and mobilisation e.g. long periods of drought and resulting extended lack of water, disease, accidental oil spills, etc.
3. Gradual maturation of long or medium-term policies e.g. fine-tuning of the form, operation and competence of water basin consultative bodies and of participatory procedures foreseen by the EU Water Framework Directive.
4. Need to arrange persistent or pending environmental problems, e.g. quantities of water withdrawn or uses of water in transboundary aquifers between neighbouring countries.
5. Identification and promotion of an environmental issue, serious or otherwise, urgent or not, selected to be used as the starting point and forerunner of a broader cooperation. Such issues are frequently used for developing bilateral or multilateral

relations among neighbouring countries. In this case the keener the genuine joint interest in solving the problem and sharing the benefits (e.g. sustainable management of a common natural resource), the greater the prospects of success for the joint action.

6. Identification of the priority can be based on promoting a comparative national or regional advantage (e.g. development of a particular technology/method unavailable, for example, to some of the neighbouring countries) of monitoring or reducing a particular pollutant, at the source, or promoting ecotourism in a transboundary national park, etc.

7. As a necessary accompanying support action to another policy, e.g. exclusion of passage of an oil pipeline through one area rather than another, forbidding passage of oil tankers through certain sea straits, etc.

8. As a result of "environmental conditionality" for an aid programme

B. CREATING SUITABLE CONDITIONS

The actions in this category are based on the collection and use of data and information, establishing of contacts and 'alliances' between partners with similar positions, analysing and assessing fears, problems, opportunities, or intentions justifying the intervention. They can include such actions as:

1. Collecting bibliography, data and evidence from well-documented issues and indisputable sources (eminent scientists, well-known laboratories and institutes, etc.) as well as from new scientists or organisations which could strengthen or challenge established views and given positions.

2. Commissioning/ordering special studies and reviews from institutes, foundations or consultants.

3. Organisation of unofficial conferences, preliminary meetings for discussion on the subject, etc. Along the same lines, when the issue at stake is e.g. protection of a species, proposal for a new agreement or relevant protocol, foundation of a new international organisation, etc. appropriate actions may include financing research, academic or NGO bodies to implement appropriate research programmes and/or conferences. Special publications, TV or radio broadcasts and articles in the press could be encouraged to demonstrate the importance of the issue, the need for intervention, etc.

4. Training and exploratory visits, e.g. by staff members of embassies and of collaborating experts to institutes, services, etc. of the countries of interest so as to broaden their knowledge, understanding, positions, attitudes and inclinations. Facilitating the introduction and embellishment of the issue through official invitations, scholarships, exchanges, etc.

5. Extensive preliminary negotiations in order to define the appropriate level and time for intervention, the necessary human and material resources, the correct formal procedure, the dates for submission of a proposal or statement, the exact type of document, phraseology, etc. with those responsible to present the agreement or proposal; with the General Secretary or General Director of the responsible organisation; with junior staff for securing adequate human capacities, etc. Good relations, developed over time, are helpful and build trust, especially when no one is in a hurry to cash in on them immediately or too often!

C. INTERVENTION / NEGOTIATION

The actions needed here may differ according to the specific objective and level/circle on which the intervention is being made. In most cases the intervention follows traditional diplomatic routes. However, the support of the initiative could be much wider if it has the support of civil society, NGOs, etc. as this generally makes the adoption of a proposal much easier. For instance, when there is a proposal for the foundation of a new regional body for the protection of the environment or for the promotion of renewable energies, etc. usually the proposal must be submitted to an international organisation, or the proposal must be approved by a Committee, Board or Plenary Session of an international forum. Then, eventually, a founding Conference should be held, a Coordinating Committee of limited duration established, seed funds secured, a 'viability plan' prepared, etc. When a recommendation for an amendment to an agreement or treaty is to be tabled, the relevant proposed clauses and supporting documentation (e.g. comparable articles from other relevant treaties), etc. must be submitted early, in proper language and style, using already 'agreed' upon language whenever possible. Surprises, even pleasant ones, are rarely welcomed at international fora and rarely succeed in being accepted, particularly if they are tabled by major countries or by the "key players" of the international scene. If need for intervention is urgent and time restrictions do not allow for the proper procedure to be followed, it is still imperative that the main players are approached and briefed, even if only half-an-hour in advance. Presenting the case with clarity, without circumlocution or innuendo, focusing on the interests and stakes the player may have, allows for a rapid yet fair assessment of the situation and a higher likelihood for an alliance to be built or at least less chance of an opposition to the amendment due to the surprise factor.

Good initiatives and interventions are those which hold the listeners' attention from beginning to end and do not cause suspicion. Therefore, they must address the following:

1. What environmental problem is to be addressed or solved and what is the urgency?
2. In what overall framework will the action be placed?
3. Who profits, directly or indirectly? Are there any losers, and if so why? Do there have to be losers? What do they get in exchange?
4. Even if the initiative eventually addresses a vital area of action in another sector, what will it cost and how will the cost be met in the short, medium and long term?
5. What is the timetable for the action?
6. When and how will it be completed and what are the anticipated results?
7. To what extent can the results be measured and in what way (e.g. indicators) can success be evaluated?
8. What mechanisms for feedback and revision have been planned?

Many of the above questions are given by way of example and apply only for a certain type of intervention, while a fair number of other questions can be added for specific actions.

The above tips for action must not be confused with the techniques of negotiation which certainly differ greatly according to the mentality/culture and level of intervention but which do not differ essentially in Environmental Diplomacy from those used in general diplomatic negotiations in general.

D. MONITORING THE RESULT

Monitoring provisions and indicators are among the most recent codified tools used in evaluating the effectiveness of policy and strategy of negotiations. There are two central categories of indicators:

(a) the formally agreed objectives (usually predetermined indicators) and timetables, which when met are regarded as a direct initial sign of success of the environmental policy. These are subdivided in (a) the procedural ones, e.g. the signature of a protocol, its timely ratification, etc.; (b) the operational ones, e.g. the installation of a certain number of waste processing stations in all cities with population over 10,000 by the year X.

(b) the essential objectives e.g. the clean-up of a region's coastal waters, so that nowhere is there more than a given number of *coli* bacteria per ml of water, or more than a certain concentration of nutrient salts, thereby avoiding eutrophication. This requires experimental verification of the quality of the feedback information so that if the measure is not successful within a specified period of time, the intervention can be reviewed (politically, technologically, etc.).

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The application of the various tools is rarely in the hands of just one service. Often this results in loss of continuity and inadequate monitoring of the progress of the action.

As for the time required for an initiative of Environmental Diplomacy to be implemented, as one may expect, there are no easily defined rules and everything depends not only on the seriousness of the issue and the level of preparation, but also on circumstances and unexpected developments.

Nevertheless, from the preliminary study and observations made by the author on the life cycle of a policy proposal in the area of environmental protection, and based on his experience in recommending environmental policy to the EU, a period of about 8-10 years is required from the time when the issue first becomes known and attracts the attention of the press, public opinion, politicians and NGOs until action is finally adopted or voted by the Parliament and national authorities (e.g. as a Directive). To see tangible visible results of such an action after a period of legislative adaptation and provided that unexpected delays do not occur, another 5-10 years are usually needed for the policy to bear fruits.

For proposals or initiatives such as the founding of international organisations, or the establishment of cross-border agreements, etc. some 3-5 years might be sufficient. To set up research programmes or campaigns to prepare for the signing of a protocol, etc., a period of 1-3 years seems to be necessary. For proposed interventions under international agreements a few months or even weeks may be sufficient, if there is a permanent and efficient mechanism for information, monitoring and consultation in place.



PART 2
THE DEVELOPMENT OF
ENVIRONMENTAL DIPLOMACY
IN THE MEDITERRANEAN

INTRODUCTION

The second part of this book focuses on the Mediterranean region, with references to the relevant preparations and negotiations for the acceptance of the *Barcelona Convention* (1975)¹ and its revision (1995), as well as the Inter-Governmental Organization UNEP/MAP which acts as its Secretariat, and other parties and NGOs involved.

In addition to its original scope which was the protection of the Mediterranean Sea from pollution, the *Barcelona Convention*, after its revision, encompasses in its objectives the sustainable development of the Mediterranean Basin. It also includes since 1996 as an official advisory body the only truly regional Commission of Sustainable Development in the world, the Mediterranean Commission on Sustainable Development (MCSDD).

Twenty-five years after the introduction of policy aiming to protect the Mediterranean Sea and *ad hoc* undisturbed exercise of Environmental Diplomacy in this region beset by war and conflict, we can now say that foreign policy in the field of environmental protection, has enjoyed great success in the Mediterranean, promoting the enormous unifying and reconciling role of the environment and its improvement as a common good and common goal.

The fact that not a single country has ever left the negotiating table of the *Barcelona Convention*, even at times of conflict, is perhaps due to two factors, which have been noted at the international level but not yet fully appreciated:

- (a) the fact that the vast majority of the representatives of the Mediterranean States in the Convention were mainly scientists and officials from the Environment Ministries and not career diplomats; it has thus been possible sometimes to overlook, play down or work around formal impediments and excessive political sensitivities or positions for the sake of genuine discussion of real environmental issues; and
- (b) the presence and active participation, initiatives and involvement of major regional NGOs with expert knowledge of the issues and good relations with all the delegations, combined with the fact that national NGOs from all the countries of the Mediterranean region could co-exist within these umbrella NGOs. The latter had a stabilizing effect and helped persuade the States to allow their deliberations to culminate in positive results.

¹In 1975 the countries bordering the Mediterranean Sea and the European Union agreed to cooperate in order to improve their common Mediterranean environment under the Mediterranean Action Plan (MAP) by signing the "Barcelona Convention for the Protection of the Marine Environment and the Coastal Region of the Mediterranean". The *Barcelona Convention* was adopted on 16 February 1976 in Barcelona and entered into force on 12 February 1978.

THE MEDITERRANEAN REGION

As we all know, the Mediterranean Sea is surrounded by many countries which belong to three continents: Europe, Asia and Africa. They are populated by peoples of different faiths (the Mediterranean has been the cradle of many ancient religions and the three most widely-followed monotheistic faiths: Judaism, Christianity and Islam), different languages (with Arabic spoken by the largest part of the population), with serious differences in cultural roots and values, different political and economic systems (some of which are rather nominally democratic) and widely varying levels of economic and social development.

This sea, with its ports, trade and ancient influences among peoples and civilizations, which has been the theatre of harsh conflicts, has also been a melting pot for ideas and characteristics to an extent that terms such as 'Mediterranean character' or even 'Mediterranean civilization' (questioned by many academics) are becoming more common and widely accepted.

This can, to some extent, be explained not only by referring to cultural, historic and ethnological origins and relationships, but also by addressing the influence of the region's natural environment (being a single "ecoregion") on the character, social conditions, customs and diet of the centuries old peoples and societies coexisting, living and thinking within it.

Mediterranean countries depend very much on the quality of their environment since tourism is one of the most important sectors of their economy, while freshwater, generally scarce in a region where agriculture consumes up to 80% of it, pollution, littoralisation/urbanisation of its coast line, soil erosion and depletion of fish stocks are some of the most severe common problems they face.

THE AWAKENING OF ENVIRONMENTAL ANXIETIES AND CATEGORIES OF PLAYERS IN INTERNATIONAL ENVIRONMENTAL POLICY FOR THE MEDITERRANEAN

The first stirrings of environmental awareness in the Mediterranean began in the 1950s; in the following decade it began to take specific form and reached its culmination in the 1970s and 1980s.

The first warnings sounded in the 1950s came from three different directions wherein urgent needs had been identified. These tendencies – spread out in a number of European countries – had already combined together to a varying degree:

- (a) The need to preserve the man-made environment and the cultural (mainly architectural) heritage, with the primary objects of concern being monuments and complexes of buildings, settlements, streets or neighbourhoods, etc. These concerns were often combined with the ideology and decisions taken concerning what should be conserved or replaced during the reconstruction and rebuilding which took place after the 2nd World War.
- (b) The need to preserve the natural environment, mainly in the form of threatened or rare species, birds, other fauna and flora and, gradually, entire habitats. A first combination of (a) and (b) involved the conservation of biotopes and also of sites of outstanding natural beauty and monuments of Nature.
- (c) The third of these needs involved the immediate curbing of toxic pollution and was the result of a new awareness based on the findings of natural scientists in the fields of biology, chemistry, geology, physics and geography. Scientific research after 1965 led to an increasing alarm in relation to degradation, serious and rapid pollution and general deterioration of environmental parameters and the consequent impact on ecosystems.

It is to the combination of these three directions that we owe the establishment of various agencies and services, at least in some of the Mediterranean countries in parallel to the creation of a series of NGOs. The first initiatives in response to the needs were taken by architects, planners, archaeologists, art historians, etc., together with groups of concerned citizens following the example of organizations in northern Europe like the *National Trust* or the *Council of Rural England* in the UK or the *Natuurmonumenten* in the Netherlands, etc. Organizations like *Italia Nostra* in Italy and its counterparts in other countries were among the pioneers in the Mediterranean.

The second category of NGOs gradually came to include the majority of nature conservation organizations, which in many Mediterranean countries had begun to operate back in the beginning of the 20th century, with the support of botanists, zoologists, nature lovers, etc., as well as organizations of birdwatchers. A number of organizations of this type developed around the Mediterranean region, especially along its European coastline. Several of them (for instance in Greece, the *Hellenic Society for*

the Protection of Nature, founded in 1955), promoted the ideas, positions and initiatives of the international organizations to which they were in some way affiliated, such as the IUCN, and contributed to the acceptance of e.g. the RAMSAR Convention.

The third category, which developed at the end of the 1960s and especially in the early 1970s, initially included scientific agencies interested mainly in the marine environment, but rapidly expanded to include those covering the whole range of the natural environment. A few organisations such as the *Elliniki Etairia* (the Hellenic Society for the Protection of the Environment and the Cultural Heritage), managed to combine all of the above areas (a, b, c) and thus contributed significantly in the evolution of Environmental Diplomacy both in Greece and at European and Mediterranean level through the international and regional organizations with which it was affiliated¹.

A fourth category of organisations including mostly South and East Mediterranean NGOs was formed in the eighties and early nineties focusing on a variety of issues and combining a more clear concern about addressing poverty and other social issues with the environmental ones, focussing on local action and the development of connections and partnerships with international networks such as RAED (the Arab NGO Network for Environment and Development), MIO-ECSDE (the Mediterranean Information Office for Environment, Culture and Sustainable Development), etc. from where they sought political/scientific/technological and often limited material support.

The cooperation of all these groups and also the involvement of the international NGOs acting in the region (WWF, FoE, Greenpeace), some of which have a number of national offices, promoted Environmental Diplomacy in an *ad hoc* yet 'natural' way, perhaps more so than the governments themselves have.

¹ Article by Prof. M. Scoullou in Kathimerini newspaper: "International Environmental Action" (of Elliniki Etairia) (September 2002).

THE SITUATION BEFORE THE ESTABLISHMENT OF UNEP/MAP. PIONEERING ORGANIZATIONS AND INITIATIVES

In regard to the diplomatic history resulting in the establishment of UNEP/MAP, special mention must be made to the organizations that were already in existence at the time of its establishment, as well as to the major Conferences and meetings which had been held by various NGOs, institutes, etc., wherein the need to set up an agency dedicated to the protection of the Mediterranean environment had been acknowledged:

- 1) **CIESM**. An important regional (Mediterranean) organization which was among the first to bring together the most highly respected of the relevant institutes, universities, scientists and - of course - governments, was CIESM (Commission Internationale pour l'Exploration Scientifique de la Mer Méditerranée), founded by Prince Albert of Monaco in the early 20th century, with its headquarters in Monaco. This organization was for many years the only Mediterranean Forum. It has an unusual structure: while its members are individual scientists (grouped in various scientific committees) its Board is made up of representatives of governments of Mediterranean countries, and for historical reasons, of representatives of Switzerland and Austria (neither of them a Mediterranean country).

By tradition the President is chosen by the ruling House of Monaco, SAS formerly Prince Rainier, and since 2001 his son SAS Prince Albert. For many years the General Secretary of the organization, based at the Oceanographic Institute and Museum of Monaco, was Jacques Cousteau.

Cousteau and his work programme, beyond his involvement in CIESM, as well as his books and films on the world of the sea and its problems, played a decisive role in raising the awareness of governments and the wider public, and youth in particular, in regard to environmental issues.

In respect to Environmental Diplomacy, mention must be made of two CIESM Scientific Committees, which were of high political and diplomatic significance: the committee for the Fight Against Pollution in the Mediterranean and the Physical Oceanography Committee (both had programmes in the eastern Mediterranean and Aegean areas with intense political and territorial tensions between neighbours).

The diplomatic role and significance of CIESM was gradually reduced after the establishment and strengthening of MAP/UNEP and of the various Mediterranean and European NGOs and scientific agencies active in the region.

- 2) ***Pacem in Maribus***. *Pacem in Maribus* was the title of a series of conferences organized by the International Ocean Institute, based in Malta, with Elizabeth Mann Borgese at the helm of these efforts. Emphasis lay on protecting the marine environment by resorting mainly to marine law and the safeguarding of peace through international understanding. It was a worthy initiative bringing together a genuine 'think tank' in which participated eminent personalities and scientists from the then two prominent different blocs - East and West - as well as from many Mediterranean countries including North Africa.

- 3) ***Club of Rome***. *The Club of Rome* was founded by a group of businessmen (amongst whom the leading personality was Aurelio Pecei) as an organization with a special interest in forecasting future developments. It was the *Club of Rome* which commissioned MIT (Massachusetts Institute of Technology) to produce the famous study "Limits to growth" (Meadows et al., 1972), which formed the basis for discussions at the UN Conference on the Human Environment in Stockholm in 1992. The organization has branches in some Mediterranean countries.
- 4) ***MAMBO***. *The Marine Association of Marine Biology and Oceanography*, and its biological station in Naples was run by Peter Dohrn, a man of great enthusiasm who had a gift in identifying talented young scientists and involving them in international scientific environmental activities. The activities of MAMBO heralded the later programmes of training, special education and further education in issues of marine pollution and biology and also served in a way as an introduction to issues of Environmental Diplomacy.
- 5) ***Greek Centre of Oikistics***. Based in Athens and largely the creation of the city planner Konstantinos Doxiadis. Its activities included the organization of symposia involving eminent figures such as Barbara Ward, Jacques Cousteau and Aurelio Pecei. Of all the mentioned organizations this was the one which laid the greatest emphasis on the study of future developments in planning and urban growth.

These organizations, as well as several others, through their innovative work and the personal relations of their founders and officials, established vital channels of communication, introducing thus a significant number of diplomats, politicians, well-known journalists (some of them from non-Mediterranean backgrounds like Lord Richie Calder) and young scientists to the broader field of environmental protection *viz a vis* other policies in the Mediterranean. Not only Mediterraneans were involved. Distinguished Americans and figures from the Soviet Union were among the invited speakers and leading personalities in the various initiatives, which unintentionally went far beyond the boundaries of 'protection of the natural or built environment' and covered issues such as peace and security and in general almost everything we now refer to as 'sustainable development'.

One must also keep in mind that at that time, and for many years afterwards, the presence of the US 6th Fleet, the Soviet fleet, the various military bases and national fleets, reminded the world that this region was potentially one of the likeliest for military confrontation. Thus, in certain countries the four categories of organisations mentioned already were complemented by a fifth one: *the movement for disarmament* (especially nuclear disarmament) *and peace* as it was expressed through a number of anti-war and pacifist organizations of the time. In practice, however, the political circumstances in the region prevented or limited any real assimilation of the peace movement into the broader environmental movement, apart from a few isolated cases.

The Mediterranean conferences of the late 1960s and especially those of the early 1970s had identified the need to create an international organization for the protection of the Mediterranean or, even more general, for the protection of the world's oceans and seas or of the environment at large, under the aegis of the UN.

THE BARCELONA CONVENTION AND UNEP/MAP

When the proposal for the establishment of an environmental protection organization was partially implemented by the founding of the UN Environment Programme (UNEP) at the Stockholm Summit in 1972, one of the priorities which emerged immediately was the need to set up a Regional Seas Programme (UNEP/RSP). The Mediterranean region held particular prominence from the very beginning and as a result the *Barcelona Convention* was signed in the homonymous city in 1975 by the majority of the States¹ bordering the Mediterranean, literally and exclusively. It must be stressed at this point that neither then nor subsequently (mainly in order to avoid the involvement of Russia and the countries of what was then the Eastern Bloc) was the Black Sea to be included in the initiative, nor by extension were Portugal and Mauritania, outside Gibraltar to the west. Portugal had from time to time expressed its desire to join the arrangement and for some years enjoyed observer status but this was gradually left to lapse². Contrary to this, Jordan, which has no Mediterranean coastline, and later the Palestinian Authority were recognised as full members.

Among the initial signatory parties to the Convention was the European Community, providing its members twofold (as EU Member States and as Mediterranean States) representation, as well as twofold obligations which are both economic (the Community is a major source of finance for the UNEP/MAP, over and beyond the individual contributions of its Mediterranean Member States) and statutory, since the commitments made by the European Commission become Community Law thus automatically, albeit indirectly, binding the EU Member States to the *Barcelona Convention*.

The *Secretariat of the Barcelona Convention* was to be the **Mediterranean Action Plan of the United Nations Environment Programme (MAP/UNEP)** the headquarters of which were established in Athens while the depository of the Convention is, of course, Spain. The significance of MAP/UNEP and its activities can be seen at many levels:

- It covers only the Mediterranean States and the European Commission. Therefore, there is no direct US involvement or intervention and until recently the interest of northern European States in Mediterranean environmental policy and diplomacy was very limited in practical terms. It should be noted that UNEP/MAP is supported by its several regional centres (Regional Activity Centers – RACs) that are dispersed around the Mediterranean providing a balance within it.
- UNEP/MAP was the first organization to introduce active collaboration with and participation of national and international NGOs.
- With the cooperation and support of NGOs, it was decided in 1995 (during the revision of the *Barcelona Convention*) to establish an Advisory body in the framework of the Convention, the Mediterranean Commission for Sustainable Development (MCSDD), in which the role of the non-governmental organisations and other civil society partners (stakeholders) is of particular significance. It indeed became operational in 1996 (see separate chapter).

¹ Albania, for example, became a member much later

² Recently, post-Johannesburg, their interest in the Mediterranean was revived and it appears that they will once again seek observer status.

USEFUL CONCLUSIONS DRAWN FROM THE DEVELOPMENT OF ENVIRONMENTAL DIPLOMACY IN THE MEDITERRANEAN WITHIN THE CONTEXT OF THE BARCELONA CONVENTION

It is striking that while the Mediterranean has been an arena for tensions and even armed confrontation or threats thereof between its States, it has nevertheless witnessed the development of stable and enduring cooperation long before any other regional sea in Europe (e.g. Black Sea, White Sea, Barents, etc.) where initiatives had to wait e.g. for the conclusion of the Cold War. This pioneering Environmental Diplomacy must be attributed to a large extent to the central role of scientific and non-governmental agencies and individuals which paved the way and provided a platform for the exchange of views and exertion of pressure to governments and international intergovernmental organisations. A group of scientists and a small, yet influential part of civil society, characterised by clear orientation, strong desire and capability to work jointly at Mediterranean level on scientific, cultural and social issues, above and beyond national and bureaucratic mechanisms, acted as a discreet but driving force. People from this group (scientists or members of NGOs) have from time to time held key positions in national, international or intergovernmental organisations and have created a trend of cooperation facilitating the transfer of know-how, resources and programmes, confirming that:

1. dialogue and personal contacts may on a broader scale critically assist Environmental Diplomacy;
2. political obstacles can be overcome when there is positive, constructive pressure and consensus from broader social groups, especially when the latter is in tune with the opinions of experts;
3. Environmental Diplomacy at regional level can be very successful in achieving common visions, joint programmes and common institutions, but it is not able to secure the proper implementation of regional decisions at national level, where there is usually a considerable difference between proclaimed intentions and actual commitments and implementation due to lack of infrastructures or lack of pressure from the wider national public opinion.

It is therefore important to note that the success of Environmental Diplomacy in a region like the Mediterranean does not automatically entail success of environmental policy in terms of its visible results in improving the state of the environment within countries. On the other hand, there is no doubt that the absence of positive results weakens, and may gradually remove the basic incentive for development of international action and cooperation and consequently the potential of Environmental Diplomacy.

It must also be pointed out that in tackling complex regional issues such as marine pollution we must not forget the conditions laid down in the wider international law and Conventions outside the Mediterranean. Many issues relating to use or regulation concerning oceans are regulated at the global, not regional, level. Thus, the London Convention (dealing with ocean dumping), the International Convention for the Prevention of Pollution from Ships (MARPOL) and the UN Law of the Sea Convention play an important role in protecting the Mediterranean Sea and its enclosed bays and harbours and are not in themselves the direct object of regional Mediterranean Environmental Diplomacy.

NGO INITIATIVES TO STRENGTHEN EUROPEAN INTEREST IN THE MEDITERRANEAN

As the reader may be aware, European environmental policy, practically began in 1974, following the realisation at the Stockholm Conference of the existence of this 'gap' in the European Community policy. Since its beginnings, European environmental policy addressed some elements of Mediterranean interest but these focused mainly on strengthening the protection of Community Mediterranean ecosystems and the creation of infrastructures to prevent or limit pollution mainly from sewerage systems in the then few Mediterranean countries of the Community.

Of course, the Community had participated from the very beginning in the *Barcelona Convention* and had started to develop commercial and other bilateral relations with ACP¹ countries and North African States, with which there were also powerful bilateral relations with individual EU Member States. It is noteworthy that the agreements with these States had begun to incorporate environmental provisions and terms from as early as the 1980s.

It should not be forgotten that up until 1980 the only Member States of the Community with Mediterranean interests were France and Italy, countries which may have had an important Mediterranean tradition, but whose economic and political centre of gravity lay in the north. Paris did not often show a keen or sustained interest in Mediterranean environmental issues, although such interest was shown by the Alpes Maritime Department and the local authorities, universities and institutes of Marseilles, as well as the municipalities of the Côte d'Azur and Montpellier-Perpignan, which developed very close cooperation with their counterparts in Spain (Catalonia) along the coast of the Gulf of Lion, at all levels, yet not so much with the Balearic Islands. In the 1970s, of course, Spain was not yet a member of the EC.

French and Italian NGOs with Mediterranean interests were very few and not particularly energetic and active on Mediterranean issues at that time and only a few of them had a sustained and lively interest in the international Mediterranean agenda. It is also worth noting that the Balearic Islands were home to small but active environmental NGOs, as was Corsica, although the latter was not the case in Sicily and Sardinia.

In the context of Mediterranean Environmental Diplomacy we must not overlook the official trilateral environmental cooperation between France, Monaco and Italy in the form of the RAMOGE Agreement². However, France and Italy had not sufficiently stimulated the interest of the European Community in the Mediterranean and the Community did not begin to show any serious environmental concern for the region until the early 1980s.

Upon the entry of Greece into the European Community, many more initiatives were launched for the orientation of European policies towards the South and the broader Mediterranean region. Some successful collaborations between the Greek government and the environmental NGOs within these initiatives are worth mentioning.

¹ African, Caribbean and Pacific

² The RAMOGE Agreement signed in 1976 is the instrument adopted by the Governments of France, Monaco and Italy to ensure that the coastal areas of the Provence-Alpes-Côte d'Azur Region, the Principality of Monaco and the Ligurian Region should constitute a pilot zone for preventing and combating pollution of the marine environment. The geographical area originally covered by the Agreement extended from Saint-Raphaël in the west, to Monaco, then eastwards to Genoa, whence the name RaMoGe formed from the first syllables of the names of these three towns (www.ramoge.org).

In 1979, in view of Greece's entry into the European Community, the European Environmental Bureau (EEB), the Federation of NGOs of the European Community (founded in 1974), invited the main Greek NGOs at the time to participate in their work.

The author of the present book was appointed as representative of the Greek NGOs on the Board of the EEB and one of the first initiatives undertaken was the foundation of the *Mediterranean Committee of the EEB* in 1980. It was based in Athens and intended to monitor Mediterranean environmental issues and stimulate Community interest in the region. In 1983, under the Greek Presidency of the European Community, the Mediterranean Committee of the EEB and the Greek NGO *Elliniki Etairia* with the support of UNEP/MAP, organized the first International Conference with the title "*Protection of the Mediterranean region: A role for the European Community*". The Conference was opened by the then Greek Minister of Planning and the Environment and President of the Community Environment Council, the late Antonis Tritsis. UNEP/MAP was represented by its Coordinator Dr. Aldo Manos and the European Commission by the senior official in charge of liaison with UNEP/MAP J. Vacaraga (see photograph). The meeting was attended for the first time by NGOs from southern Mediterranean countries and one of the main suggestions of the meeting was to hold the next Conference of the Contracting Parties to the *Barcelona Convention* in Brussels in 1984, with invitations to be extended by the Community to the other Parties.

In Brussels (October 1984) the Mediterranean Committee of the EEB organized on the eve of the Conference of the Contracting Parties to the *Barcelona Convention* an International Meeting of NGOs which adopted a text prepared as their intervention to the Conference (Annex 1). Thanks to the synergy with and recommendations of UNEP/MAP and the European Commission, the President of the Mediterranean Committee of the EEB was permitted to attend the Conference and speak to the Member States, answering also to some of their questions about the NGOs of the region and their role.

This appears to have been the first official consultation between NGOs and the UN system on environmental issues in the Mediterranean. This process has since then been permanently established. It has over the years been strengthened, extended and has subsequently become better known and has thus served as a precedent for similar consultations followed by e.g. the Paris and Oslo Conventions, etc.



1st International Conference: "The protection of the Mediterranean Region: A role for the European Community"
From left to right

J. Vacaraga	Representative of the Commission of the European Community
A. Tritsis	Minister of the Ministry of Public Works, Housing and Environment
M. Scoullos	President of Elliniki Etairia and Mediterranean Committee of EEB
A. Manos	Coordinator of MAP-UNEP
M. Sweeney	President of EEB
T. Burke	Rapporteur

THE NICOSIA CHARTER AND ACCEPTANCE OF FULL INDEPENDENCE OF NGOS

The European interest in the Mediterranean was further manifested more clearly in the mid 1980s with the active support of a pioneering and little-known initiative, the so-called *Nicosia Charter*. The *Nicosia Charter* was the first attempt to promote commitments of an environmental and – to some extent – developmental character, e.g. promotion of environmental structures in non-Community Mediterranean countries in the context of UNEP/MAP, with parallel economic support from the European Community directly and indirectly through the European Investment Bank (EIB), World Bank (WB) and the United Nations Development Programme (UNDP).

The Charter envisaged an action plan with specific objectives and deadlines by which certain projects had to be completed, such as waste reception facilities for ships at ports, biological sewage treatment plants in major cities, etc. The programme, personally promoted by the Greek Minister of Planning and Environment Antonis Tritsis, also President of the European Environment Council, did not meet the necessary conditions for success and can be described as an example in which Environmental Diplomacy was absent. It is therefore worth examining it in some more detail.

Apart from the rather hesitant attitude of Turkey (perhaps to be expected) on the choice of Nicosia (Cyprus) for the announcement of the initiative and for the Charter's name, there was a complete failure to brief the NGOs on the initiative and its goals and very little was achieved in raising awareness and visibility on the programme, even within the Mediterranean countries. The countries, especially those of the South, saw the initiative as a classic form of development aid, which they expected to receive without any systematic preparation of structures or institutional conditions on their part. The European Community, represented by the Commission together with the EIB, the WB and the UNDP, demanded guarantees and an appropriate meaningful framework for the management of the initiative. UNEP/MAP wished to take on this role alone, without preparing the ground for credible guarantees of effective management, in a transition period when the powerful leadership of UNEP by Dr. Mostafa Tolba was coming to an end in Nairobi and in Athens the UNEP/MAP Coordinator Dr. A. Manos had been succeeded by Professor S. Bussutil a man of very different character and style.

The attempt fell through in Cairo in 1992. On review of the results of the initiative it transpired that very little of any substance had been achieved. The European Community with the EIB and the WB demanded that there be a different kind of 'Directorate' with real control by the Community / EIB, WB and UNDP. The Secretariat of UNEP/MAP reacted vigorously. The NGOs were unaware of the underlying issues. Their own priority in Cairo was to secure an official role and voice in the ministerial meetings and particularly in the Rio Summit. They confined their representations to matters of general principle. But like the majority of the Parties to the *Barcelona Convention* they were rather uncomfortable and suspicious of talk of a 'Directorate'. Thus, the European Community found itself isolated, UNEP/MAP maintained and strengthened its original role, but essentially the Nicosia Charter had failed.

But every cloud, as they say, has a silver lining. At the same conference in Cairo the countries granted approval for the NGOs to intervene, but insisted that this happen only through a single voice, which ended up being the President of MIO¹. As had occurred in previous instances, it was decided among the NGOs that his intervention be divided into 3-4 parts and read by different NGO representatives from different countries and in different languages.

The first problem arose with Greenpeace, which requested that their representative speak in the name of the organization, on the grounds that it did not belong to the MIO network nor to any other NGO collective body. After negotiations MIO expressed its willingness to grant Greenpeace a few minutes for its intervention. Subsequently, when a representative of an Arab organization started reading his part, the Minister or senior official of his country interrupted the proceedings, shouting: "Not him! We agreed that the President of MIO would speak and here we have others speaking whom we didn't approve". It was necessary for the President of MIO to explain that the individual in question was merely 'lending his voice' to address the conference in Arabic! Although the references to peace and security included in the NGO Statement irritated the representative of another country, who threatened that his country would withhold agreement to the intervention of NGOs in future 'because of the political motivations which seem to be concealed behind their positions', the meeting was of great benefit to Mediterranean NGOs.

In essence, the full independent operation of Mediterranean NGOs was established *de facto* in the framework of UNEP/MAP and other relevant Mediterranean fora. It was recognised that in the time granted to them, the NGOs might, independently and with their own mechanisms and conditions, be represented by those whom they themselves choose and may express their views without censorship, as long as they remain, of course, within the accepted boundaries of decorum and international procedure.

¹ The Mediterranean Information Office (MIO) was established in 1990 as a network of NGOs, under a joint project of EEB and *Elliniki Etairia* and in close collaboration with the Arab NGO Network of Environment and Development (RAED). The continuous expansion of MIO's Mediterranean NGO network and the increasing request for constructive and structured NGO opinions and representation in Mediterranean and international fora, led to the transformation of MIO to MIO-ECSDE (Mediterranean Information Office for Environment, Culture and Sustainable Development) and its current NGO Federation status with around 100 members from 23 countries.

METAP

(Mediterranean Environmental Technical Assistance Programme)

An indirect result of the failure of the *Nicosia Charter* was the reinforcement of another independent initiative, this time outside the direct scope of UNEP/MAP, the Mediterranean Environmental Technical Assistance Programme (METAP), which from the beginning enjoyed the support of the European Community, the EIB and the WB. The latter supplied the institutional framework and the Secretariat for the programme, which was based initially in Cairo.

At a conference held in Paris in 1998 to report on and evaluate the work done by METAP, at which all the Mediterranean States and many NGOs were present, mixed feelings were expressed concerning the results. Generally, the outcomes achieved were mainly studies and seminars, while once again it was clear that one of the programme's defects was the limited role and involvement of civil society in the programmes it supported.

After 2001 it was decided that the programme be run directly from the head offices of the WB in Washington. It is noteworthy that the WB does not aid the project through subsidies but with loans alone, nor does the European Commission provide economic aid from any fixed budget line. A METAP programme on waste was supported through the SMAP (Short and Medium Term Priority Environmental Action Programme) programme, which is being implemented under Tunisian coordination. This system was criticised a lot by NGOs and countries, since METAP (or in other words the World Bank) seems to be, in a way, in competition with non-EU Mediterranean countries, other inter-state organizations (e.g. UNEP/MAP) as well as NGOs for the funding of its programmes (!).

¹ The Short and Medium-term Priority Environmental Action Programme (SMAP) is a framework programme of action for the protection of the Mediterranean environment, within the context of the Euro-Mediterranean Partnership. It was adopted unanimously by the Euro-Mediterranean Ministerial Conference on the Environment, held in Helsinki on the 28 November 1997.

THE MEDITERRANEAN REGION AND THE EARTH SUMMIT, AGENDA MED 21, THE REVISION OF THE *BARCELONA CONVENTION* AND MCS D

PREPARATIONS FOR RIO

The announcement of a major UN Conference on the Environment and Sustainable Development (UNCED) in Rio in 1992 was greeted with a considerable measure of suspicion by most NGOs and with a low degree of understanding by most Mediterranean governments. Minimal preparation took place on the part of the Mediterranean and only isolated Mediterranean countries, mainly smaller ones like Monaco, made any extensive reference to matters of purely Mediterranean interest at the Conference itself.

However, a particularly important Mediterranean NGO preparatory meeting for Rio was organized in Athens in late November 1991 by the Mediterranean Information Office (MIO) which was attended also by a number of representatives of governments and other agencies. The conference approved the *Athens Declaration of Mediterranean NGOs* a statement of basic political principles (Annex 2). The *Athens Declaration of Mediterranean NGOs*, which was addressed equally to the Mediterranean States and to the Rio Conference, was a milestone in the evolution of Mediterranean NGOs and it mandated MIO with a number of tasks so as to effectively promote the common NGO objectives. Among other things, the Athens Conference proposed the founding of a 'Mediterranean Water and Natural Resources Community' as a basic prerequisite for regional sustainable development, with active involvement of NGO representatives and other social partners.

In Rio the only Mediterranean session held was that organized by the NGOs, which was attended by several representatives from government delegations and the European Commission. At that session the proposal for a 'Mediterranean Water and Natural Resource Community' was referred to also as a 'Mediterranean Committee for the Sustainable Management of Natural Resources'.

AGENDA MED-21

After Rio, a number of governments began to discuss the need for an organization or body to implement the recommendations of *Agenda 21* at regional Mediterranean level. Specifically, Tunisia proposed the creation of a special Agenda for the Mediterranean, a *Mediterranean Agenda 21* or an *Agenda MED-21*. This attempt met with a whole range of responses, from positive, supportive reactions to negative ones and neutral indifference on the part of most governments. At a related conference organized in Tunis in 1994, the preparatory texts, especially those in English, were very poor, partly because of the makeshift translation of the texts from French or Arabic¹. Previously², there had been a meeting of Mediterranean NGOs which adopted a Declaration entitled 'The Tunis NGO Declaration on Agenda MED 21 – Hand in Hand' (Annex 3). It was presented at the Ministerial Conference by the President of MIO-ECSDE as representative of Mediterranean NGOs emphasising:

¹ Final version of Agenda MED-21:

English: http://195.97.36.231/acrobatfiles/94MED21_PC2_Rev3_Eng.pdf

French: http://195.97.36.231/acrobatfiles/94MED21_PC2_Rev3_Fre.pdf

² Tunis, 28 October 1994

- 1) their support for the establishment of the Agenda MED-21 initiative,
- 2) that the whole enterprise should be undertaken within the context of MAP/UNEP, and
- 3) that a 'Mediterranean Commission on Sustainable Development (MCSD)' should be established at the highest possible political level and with NGO participation.

The cooperation of the NGOs with the Tunisian Minister of the Environment Mr. M. Mlika, who chaired the Ministerial Conference, was of vital importance, especially the role undertaken by the Tunisian NGOs and in particular by APNEK, the MIO-ECSDE Member Organisation active mostly in the province of Kairouan, Tunisia.

The incorporation of the initiative within the UNEP/MAP structure was from the beginning neither clear nor certain. It was the NGOs that played a decisive role in the involved Environmental Diplomacy. It was clear to them that a 'detached' organisation or body functioning outside UNEP/MAP would have very limited operational potential, uncertain funding and an overall weakness in being able to provide the necessary conditions for the viability of such an Agenda. Many countries tactfully expressed their wish that the whole idea be frozen or abandoned. Tunisia, therefore, realising that its initiative was not mature enough to become a viable 'new vehicle', decided to wait a while and promote the conclusions of the Ministerial Conference on Agenda MED-21 during the revision and re-drafting of the *Barcelona Convention* (1995). Meanwhile, the NGOs lobbied successfully for the incorporation of the new organisation or body within the UNEP/MAP structure, which in the end was indeed the final choice.

When later the issue assumed specific form and the establishment and operation of the MCSD were being discussed, a number of reservations and differentiations (albeit no vigorous objections) were expressed and not only on the part of governments but also on the part of few NGOs.

REVISION OF THE BARCELONA CONVENTION

In 1995, under the Greek EC Presidency, a Ministerial Meeting was held in Barcelona on the one hand to celebrate the 20th anniversary of the *Barcelona Convention* and on the other to revise it. After considerable negotiations and intense hands-on application of Environmental Diplomacy – in which a serious function was played by the European Commission and the then Greek President of the EU Environment Council, and also by NGOs – the *Barcelona Convention* was expanded to cover not only the sea but also the broader Mediterranean region and not only the protection of the environment but also the sustainable development of the region¹. It was also formally decided to establish the *Mediterranean Commission on Sustainable Development* (MCSD) but the details were left to be determined at the next conference to be held in Montpellier in 1996. The reader is reminded that all the Mediterranean countries had at this point signed the Convention.

¹ Barcelona Declaration:

English: <http://195.97.36.231/acrobatfiles/MAPDocAcrobatfiles/InformDocEng/InfDoc2002.pdf>.

Arabic: http://195.97.36.231/acrobatfiles/02BUR59_Inf3_ara.pdf.

French: <http://195.97.36.231/acrobatfiles/MAPDocAcrobatfiles/InformDocFre/InfDoc2002.pdf>.

THE MEDITERRANEAN COMMISSION ON SUSTAINABLE DEVELOPMENT (MCSD)

The MCSD is the only truly regional Commission for Sustainable Development of its kind in the whole world. It was founded as a regional (Mediterranean) initiative in full coherence with the Rio 'directives'. It acts as an advisory body to the Contracting Parties of the *Barcelona Convention*, and its members include, on equal footing, representatives of the Member States and the European Commission, as well as 15 representatives (5 from each category [3x5]) from the region's local authorities, economic partners (chambers of commerce, etc.) and environment NGOs. It is basically a think-tank on policies for promoting sustainable development in the Mediterranean Basin and focuses on key issues in its drive for tangible outcomes.

The Commission, which functions through the secretarial support of UNEP/MAP, had for a number of years a set of working (thematic) groups which examined issues of importance for the sustainable development of the Mediterranean region. The groups were led by one or more task managers appointed by and among the MCSD members. The task managers of the thematic group on Information, Public Awareness, Environmental Education and Participation were NGOs (MIO-ECSDE and CREE). After the findings of the working groups were discussed and the final decisions taken by the plenary session of the MCSD they were recommended for discussion and decision (usually a simple matter of ratification) at the next Conference of the Contracting Parties to the *Barcelona Convention*.

The discussions, negotiations and activities planned within the MCSD are often the result and eventually new starting points of active Environmental Diplomacy.

¹ A somewhat similar body of a more limited scope, size, etc. exists in the Baltic Sea.

² Center of Euro-Mediterranean Regions for Interregional Cooperation for the Environment and Sustainable development.

THE EURO-MEDITERRANEAN PARTNERSHIP (EMP), SMAP, COMITE DE SUIVI AND EMP CIVIL FORA

While the revision of the *Barcelona Convention* was being discussed in Barcelona in June 1995, it was announced that at Foreign Ministers level it had been decided to establish a new international scheme, the so-called Euro-Mediterranean Partnership (EMP).

The overall objective of the EMP is to strengthen the 'soft underbelly' of Europe, the Mediterranean neighbourhood, inclusive of the Middle East, and more specifically to:

1. Establish a common Euro-Mediterranean area of peace and stability based on fundamental principles including respect for human rights and democracy (political and security partnership),
2. Create an area of shared prosperity through the progressive establishment of a free-trade area (EMFTA) by 2010 between the EU and its Partners and among the Mediterranean Partners themselves, and
3. Develop human resources, promote understanding between cultures and rapprochement of the peoples in the Euro-Mediterranean region as well as to develop free and flourishing civil societies (social, cultural and human partnership).

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Despite the fact that the environment and its protection had been included in the content of the partnership, up until that point (June 1995), there had been no discussion of the issue at the Environment Council of the European Union; instead the initiative had proceeded independently.

In November (27-28/11/95), the *Barcelona Declaration*¹ was adopted in Barcelona (hence the reference to the EMP as the Barcelona Process) by the 15 Foreign Ministers of the European Union and their counterparts from 12 non-EU Mediterranean countries². It should be noted that Libya was not invited to participate, nor were Albania and the Western Balkans, the republics which had emerged from the break-up of former Yugoslavia.

The environmental considerations included in the bilateral and multilateral or regional cooperation schemes and the EMFTZ were not regarded as issues of primary importance, while the concept of sustainable development had not been included. The Euro-Mediterranean environmental agencies, governmental and otherwise, appreciated the significance of the EMP and the need to strengthen and promote this dimension. The major environmental NGOs of the European Union and the Mediterranean with the encouragement of the European Commission joined together to form a Steering Committee known as the *Comité de Suivi (CdS)* to monitor the *Barcelona Process*. These seven organisations were (and still are) the following:

¹ Full text: http://europa.eu.int/comm/external_relations/euromed/bd.htm.

² The 12 Mediterranean Partners, situated in the Southern and Eastern Mediterranean were Morocco, Algeria, Tunisia (Maghreb); Egypt, Israel, Jordan, the Palestinian Authority, Lebanon, Syria (Mashrek); Turkey, Cyprus and Malta; Later Libya had observer status at certain meetings.

- Arab NGO Network for Environment and Development (RAED)
- Environment and Development Action in the Third World (ENDA)
- European Environmental Bureau (EEB)
- Friends of the Earth (FoE/MedNet Programme)
- Mediterranean NGO Network for Ecology and Sustainable Development (MEDForum)
- Mediterranean Information Office for Environment, Culture and Sustainable Development (MIO-ECSDE)
- World Wild Fund for Nature, Mediterranean Programme Office (WWF/MEDPO)

The *CdS* is an informal body wherein each member acts as its coordinator on a six-month rotational basis, monitoring developments in the EMP and particularly in SMAP. SMAP (Short and Medium Term Priority Environmental Action Programme) was decided upon at the first Euro-Mediterranean Ministerial Conference on the Environment, which met in Helsinki on 28/11/1997 and is a framework and tool with the objective of strengthening the environmental component of the EMP but which is more specifically linked to a rather small fund for the promotion of activities in priority areas linked with the EMP development.

From the beginning of SMAP (1997) until the present moment (2003) the programme has been managed by the Directorate General for the Environment (DG ENV - formerly the DG XI of the European Commission) in association with DG RELEX (the General Directorate of International Relations) and AIDCO (Europe Aid Cooperation Office). This joint coordination of the programme has proven to be, over the years, rather problematic.

The potential SMAP beneficiaries may only be from the 12 non-EU countries, but the project proposals must be submitted in association with EU partners or international/regional NGOs which, regardless of where their head offices are located, have networks and proven activities in all or many of the non EU countries of the EMP.

As foreseen in the Helsinki Declaration each partner country nominated a SMAP correspondent (usually from its Ministry for the Environment or other related Ministry) and this Network of SMAP Correspondents, coordinated by the European Commission (see above) has met several times (mostly in Brussels) since 1998. The *CdS* has participated in all of these meetings with observer status yet was encouraged to freely submit and voice its opinions, proposals and constructive critique. Despite its serious problems SMAP is to date the only environmental component of the EMP and it was probably because of this that most countries were lenient in the SMAP review, which was completed in 2002 (five years after its inception). It was submitted to the 2nd Euro-Mediterranean Ministerial Conference on the Environment (Athens, July 2002) which in turn adopted the *Athens Declaration of the Euro-Mediterranean Ministers for the Environment* (Annex 4).

At the same time, regular meetings of the EMP Foreign Ministers have been taking place, as well as corresponding "Civil Fora" with the supposed representation of the sum of Euro-Mediterranean civil society.

The CdS has tried to secure the standing and voice of the environmental NGOs of the Mediterranean within these civil fora. This was achieved sufficiently in some of them (e.g. Stuttgart (1999), Marseilles (2000), etc.) but not well enough in others (Valencia (2002), Naples (2003)) where the outcomes of the Fora made little contribution to the cause of the environment.

The following important points must be taken into account in respect to the broader European environment policy and the role of Environmental Diplomacy within the Barcelona Process.

1. After a series of systematic bilateral consultations between MIO-ECSDE (chairing the CdS in the first half of 2002), Member States and the European Commission, a letter was sent to the EMP Foreign and Environment Ministers asking that **sustainability be regarded as the guiding principle of the EMP**. In their Valencia Declaration (April 2002), the EMP Foreign Ministers indeed *"reaffirmed that sustainable development should be included among the guiding principles of the Barcelona Process"*. In the Athens Declaration the Environment Ministers accepted the formulation proposed by the CdS in the SMAP Correspondents' Meetings and repeated in the *Athens NGO Statement*¹ and thus in the final text sustainable development is described as "the predominant global and guiding objective of the EMP".
2. Originally, the European Commission, and specifically DG ENV (involved with SMAP), proposed the drafting of a Euro-Mediterranean Strategy for Sustainable Development within the framework of the EMP. They wanted to see their own unit managing the sustainable development dimension of the EMP. A number of countries and NGOs had reservations and even expressed outright hostility to such an idea, despite the fact that they all acknowledged the need for the articulation of such a strategy with specific feasible and meaningful results. But for this to be achieved it is absolutely necessary that there be political backing of a 'higher' level to secure the essential introduction of the sustainable development dimension in all the sectors and actions under the EMP. It was also felt necessary to have the appropriate means, in terms of human resources, funding and political support, which do not exist within the specific unit of the Environment DG. At the same time it would be necessary that there be a link between (i) the under formulation and more general *European Strategy for Sustainable Development* and (ii) the *Mediterranean Strategy for Sustainable Development* prepared by the MCSD within the framework of the *Barcelona Convention*².

¹ At the invitation of FoE MedNet and MIO-ECSDE, Med NGOs adopted at a meeting held in Athens on 7 July 2002, the Athens NGO Statement which was submitted to the 2nd Euro-Mediterranean Ministerial Conference on the Environment (Athens, 8-10 July 2002).

² UNEP-MAP is also working – in parallel with and with the support of GEF – on the so-called 'Transboundary Diagnostic Analysis for the Mediterranean'.

It should be noted that the *Athens Declaration* contains the following significant for Environmental Diplomacy decisions. It was agreed:

- to strengthen collaboration between SMAP, UNEP-MAP and METAP.
 - that there should be a 'framework' for drawing up a **Euro-Mediterranean Strategy for Environmental Integration**. Six component points were proposed to this end.
 - The conditions for this procedure were defined and it was agreed that the *Sustainability Impact Assessment (SIA) of the EMFTA* should proceed; it was to be commissioned within 2002 (there was a broad invitation for a preliminary expression of interest but it was not till 2003 that this happened).
3. There should be a meaningful exchange of experience but mainly **close collaboration between the European Commission and UNEP-MAP**. The latter is of capital importance in terms of Mediterranean Environmental Diplomacy, an issue which requires more profound analysis in respect of its potential and viability, and anticipated positive and – possibly – negative features, as well as the special role of NGOs – a role of increasing importance – in this relationship.

MEDITERRANEAN ENVIRONMENTAL DIPLOMACY AND THE WSSD

In order to set an agenda that allowed governments and other major players to effectively join forces in Johannesburg at the World Summit on Sustainable Development (WSSD) so as to confront the real challenges of sustainable development, countries agreed that preparations should begin at the national, sub-regional and regional levels, moving towards the global stage. The issues considered in Johannesburg were therefore identified and agreed at each level through a participatory process involving governments and other stakeholders, known in UN terminology as the Major Groups.

In the Mediterranean, preparations were quite different in substance and organisation from country to country. Most countries held meetings and consultations. At regional level the prospects for a coherent presence in Johannesburg were rather poor. MIO-ECSDE took the initiative to stimulate the process and to this end approached UNEP/MAP for a concerted action. A *Multi-Stakeholder Consultation Meeting "Contribution to a Mediterranean Strategy for the Johannesburg World Summit for Sustainable Development"* (November 2001) was co-organised with very big success by the Principality of Monaco, UNEP-MAP, CEU DG ENV and MIO-ECSDE¹ and a final text was adopted. This text was used in the following two days in order to draft the *Mediterranean Declaration for the Johannesburg Summit* (Annex 5) which was adopted by the Mediterranean Ministers. Therefore, at Ministerial level, the *Mediterranean Declaration for the Johannesburg Summit* together with the *Athens Declaration of the Euro-Mediterranean Ministers for the Environment*, the MCSD, the EMP and Agenda MED 21 were the main submissions to the WSSD (see also previous chapter).

In the meantime, with the objective of drafting a Declaration on behalf of the Mediterranean NGOs (Annex 6) as a contribution to the process leading to the WSSD, NGOs held a meeting in Nice in January 2002 at the invitation of the Municipality of Nice, Comité 21 (Paris) and the Blue Plan. At sub-regional level two other NGO events worth mentioning took place. The first one was an MCSD Major Groups Meeting held in Antalya just before the 7th MCSD (organised by RAED). The second was the Preparatory Arab-Mediterranean Workshop in the process to the WSSD entitled "Solidarity for Sustainable Development" which took place in Tunis and Kairouan, Tunisia (28-31 March 2002). This meeting which was basically the Arab Mediterranean input to the WSSD process was co-organised by APNEK, APENArina, AABelvedere, RAED and MIO-ECSDE (NGOs) as well as with the support of UMA and UNEP/MAP.

¹ The regional documents available at the time of the meeting were:

- UN ECE Ministerial Statement for the World Summit on Sustainable Development as adopted by the meeting in Geneva, on 25 September 2001.
- UNEP, ESCWA, CAMRE Regional Stakeholders Roundtable in Preparation for the WSSD, Manama, Bahrain, 23-25 September 2001.
- NGO Statement of the UN ECE Region which represents the discussions held in Geneva on 22-23 September 2001.

The final documents from all these Mediterranean events as well as those of the official process relating to the Mediterranean were widely distributed and all of them played their individual role in Environmental Diplomacy in influencing key Mediterranean stakeholders who in turn influenced the national and global processes towards Johannesburg.

It should be noted that those representing the Mediterranean, which is not a UN region in itself but belonging to three different UN regions had the difficult diplomatic task of making sure that it was "presented" and "considered" in all of the regional and sub regional preparatory meetings of Europe and North America, Africa and Asia.

At global level four Summit Preparatory Committees (Prep Coms) were held. The three first Prep Coms were held at the United Nations Headquarters in New York (Prep Com 1: 31 April to 2 May 2001; Prep Com 2: 28 January to 8 February 2002; Prep Com 3: 25 March to 5 April 2002) and the final Prep Com (Prep Com 4), at the Ministerial level, was held in Bali, Indonesia from 27 May to 7 June 2002. Representatives from each of the major groups, including leaders from NGO and business communities, also participated in these meetings.

Not many Mediterranean NGOs were able to attend the Prep Coms, yet the few that did (e.g. RAED, MIO-ECSDE, etc.) exercised Environmental Diplomacy in a very successful way in lobbying for a number of priority issues for the region, for civil society in general, as well as for the Mediterranean side events scheduled for Johannesburg. Some of the successful outcomes of Environmental Diplomacy applied by NGOs throughout the whole preparatory process and at the Summit itself had the following results:

1. As concerns the issue of water, the target to halve the number of the world's poor without access to safe and clean drinking water by 2015 (Millennium Declaration) was agreed upon but it was not enough. This success was coupled with the commitment to halve the number of people without access to proper sanitation by 2015 as well, a target promoted basically by the EU and NGOs.
2. In the field of education, MIO-ECSDE had early in the process leading to Johannesburg, launched the ERA-21 campaign (Education ReAffirmation for the 21st Century). The basic targets put forward were already agreed upon as early as the 4th Prep Com (Bali):
 - Education, recognised as critical for promoting sustainable development and the need to achieve the target of 'Education for All' (till 2015) was acknowledged.
 - A decade dedicated to 'Education for Sustainable Development' was proposed to the UN beginning from 2005, while clear references to environmental education were made. However, the terms 'Education for Environment and Sustainability' or 'Education for Environment and Sustainable Development' were not accepted. Instead the prevailing term was 'Education for Sustainable Development'.

- Furthermore, clear references to education were made in the texts relating to health and sanitation.

3. In many parts of the texts specific references were made to the recognition of the role of scientific research and the need to strengthen it as well as the strengthening of the necessary facilitation for the implementation of joint projects and the development, access, diffusion and transfer of scientific and technological know-how between the North and the South.

In Johannesburg it was very clear that the European Union tried to play a leading role. However, despite its genuine efforts, intentions and willingness to achieve agreed positions and commitments of high standard with other countries – and despite last minute strong support by NGOs – found itself in many areas ‘isolated’ and confronted with a joint US and G77 ‘front’. In other areas where a strong policy was coupled with successful Environmental Diplomacy tactics, including early warning and discussion with NGOs, the results were very positive also for the Mediterranean (e.g. Water and Sanitation target, Education for All, etc.).

The same did not apply for the Mediterranean at Johannesburg. Having learned its lesson from Rio, the region was represented in Johannesburg by all Mediterranean countries at high political level, by a large number of officials from various ministries and also by a large number of Mediterranean NGOs and IGOs including UNEP/MAP.

Also, another reason that Mediterranean Environment Diplomacy was successful at the WSSD was that a Mediterranean State, Greece, was part of the *EU Troika* (Danish Presidency, Greek up-coming Presidency and the European Commission). Greece, as in the Prep Coms, strengthened its official delegation to the Summit with consultants from the scientific and NGO community, a diplomatic move that significantly strengthened not only its representation but also that of the EU. Mediterranean civil society in turn also succeeded in this way to promote its positions and introduce its concerns in the final versions of the official documents of the Summit.

The Greek Minister of Foreign Affairs G. Papandreou presented to the UN Secretary General Mr. K. Annan the Ministerial Declarations of Monaco¹ and Athens as well as those of the NGOs of the region as an input to the political declaration.

At a different level, a number of events focusing on the Mediterranean with wide participation were organized:

1. An EU - Mediterranean Consultation in the Sandton Center. It was called by the *EU Troika* (Danish Presidency, Greek up-coming Presidency and the European Commission) in order to inform the non EU members on the key points of the EU positions and hear about any priorities or concerns. Four countries (Cyprus,

¹The Contracting Parties to the Barcelona Convention, meeting in Monaco from 14 to 17 November 2001 adopted the Mediterranean Declaration for the Johannesburg Summit. Med NGOs played a crucial role in the preparation of this quite progressive declaration.

Croatia, Egypt and Yugoslavia) were represented there by their Ministers. The Mediterranean countries asked for a higher attention to their problems by the EU while confirming their confidence and support to EU initiatives.

2. The major event on the Mediterranean that took place in Johannesburg was entitled "The Mediterranean Eco-Region: the first firm steps towards Sustainability". It was co-organized and supported by Monaco, Greece and the Mediterranean Information Office for Environment, Culture and Sustainable Development (MIO-ECSDE) and further sponsored by UNEP-MAP and the Commission of the European Union DG Environment.

The event took place on September 2nd in the Water Dome and offered the opportunity to present all the Mediterranean initiatives leading to Johannesburg. It was opened by HSH the Hereditary Prince of Monaco, Prince Albert and the Deputy Minister for the Environment of Greece Mrs. Rodoula Zisi, who also presented the *Athens Declaration* adopted at the July 2002 Ministerial Meeting of the Euro-Mediterranean Environment Ministers. Minister Bernard Fautrier of Monaco presented the Declaration of the Mediterranean Ministers adopted in Monaco within the framework of the *Barcelona Convention*. The NGO Declarations (adopted in Monaco, Tunis and Athens) were highlighted on behalf of the Mediterranean NGOs by Dr. Emad Adly, Chairman of RAED. Minister for the Environment and Land Planning of Tunisia Mr. Mohamed Ennabli of Tunisia and Mr. Lucien Chabason the Coordinator of UNEP/MAP elaborated respectively, on the "Agenda MED-21" and the Mediterranean Commission of Sustainable Development (MCSD). The meeting was greeted by the representatives of the European Environment Council, UNEP and interventions were made by the Secretary of State for Sustainable Development of France Mrs. Tokia Saifi, the Minister of Agriculture, Natural Resources and Environment of Cyprus Mr. Costas Themistokleous and the Minister of Environmental Protection and Physical Planning of Croatia Mr. Bozo Kovacevic. The Local Initiatives and Enterprises represented respectively by Mr. Folch from the City of Barcelona and Medcities and by Mr. Francois Kaisin of Suez (World Business Council for Sustainable Development) also made brief interventions. A number of other ministers (Malta, Serbia and Montenegro, etc.) ambassadors, parliamentarians, NGOs and other major groups participated among the approximately 200 participants. The event was a success of Environmental Diplomacy. It was among the best attended on September 2nd which was one of the busiest days of the entire Summit. It should be added that a lot of documentation was available and distributed on the Mediterranean including a special booklet describing the main steps of the region from Rio to Johannesburg produced by MIO-ECSDE with the support of UNEP/MAP and the CEU DG ENV.



Presentation of the educational package
 "Water in the Mediterranean" and launching of the MEDIES Type II Initiative.

From left to right:

- Mr. Mohamed Ennabli, Minister for the Environment and Land Planning, Tunisia
- Prof. Mohammed Ftouhi, Club Marocain d'Education en Matiere de Population et d'Environnement (CMEPE), Morocco
- Dr. Emad Adly, Arab NGO Network for Environment and Development (RAED)
- Mr. Lucien Chabason, United Nations Environment Programme/Mediterranean Action Plan (UNEP/MAP)
- Prof. Michael Scoullos, Mediterranean Information Office for Environment, Culture and Sustainable Development (MIO-ECSDE)
- Mrs. Margaret Catley-Carlson, Global Water Partnership (GWP)
- HSH Prince Albert of Monaco, Hereditary Prince of Monaco
- Mrs. Rodoula Zisi, Deputy Minister for the Environment, Physical Planning and Public Works, Greece
- Mrs. Veerle Vandeweerd, Coordinator of the UNEP Global Programme for Action, on behalf of Dr. Klaus Toepfer, Executive Director of UNEP.
- Mr. Bernard Fautrier, Plenipotentiary Minister of Monaco

3. Immediately after the conference the presentation of the Educational Package on Water in the Mediterranean and the launch of the Type II Initiative under the title MEDIES (Mediterranean Educational Initiative on Environment and Sustainability)¹ took place, which is led by MIO-ECSDE, Greece and UNEP-MAP with the participation of many Mediterranean countries, UNESCO, many NGOs, etc.

4. The launch of the Euro-Mediterranean Water and Poverty Facility (WPF). The launching of this Type II Initiative led by Egypt, Greece and GWP-Med also took place in the Water Dome on September 2nd. The Minister of Water Resources and Irrigation of Egypt, Dr. Mahmoud Abu Zeid, Chairman of the World Water Council, the Minister of Foreign Affairs of Greece Dr. George Papandreou and Mr. Carsten Stauer, Under Secretary of State, Ministry of Foreign Affairs of Denmark, representing the European Union's Presidency, emphasized the importance of the undertaking. The objectives and operational goals were explained by the Chairman of GWP-Med, Prof. M. Scoullos. Dr. Mohamed Ennabli, Minister for the Environment and Land Planning of Tunisia, Mr. Stephen Lintner, Senior Advisor at the Environment Department of the World Bank, Ms. Helen Mountford, Counsellor at the Environment Directorate of OECD, Mr. Lucien Chabason, Coordinator of UNEP-MAP, Prof. Youssef Nouri, Co-Chairman, MIO-ECSDE, Mr. Raymond Van Ermen, Executive Secretary of EPE, Mr. Khaled Abu Zeid, Senior Water Expert, CEDARE, Mr. Bowdin King, International Campaigns Coordinator at ICLEI participated in the panel chaired by Mrs. Margaret Catley-Carlson, Chairperson of GWP.

¹ www.medies.net

5. Another positive outcome of Johannesburg for the Mediterranean was the fact that the EU accepted that the Mediterranean will be the third in sequence area after sub-Saharan Africa and the NIS (EECCA Countries) that should receive particular attention within the framework of the *EU Water Initiative (WI)* (the *Mediterranean Component of the EUWI*). President Prodi, Commissioner Wallström and Minister Papandreou confirmed this during the official launching of the EU Water Initiative on September 3rd in the Water Dome.

Given the limited institutional role of the eco-regions such as the Mediterranean in the UN system the presence of the Mediterranean in Johannesburg was one of the best coordinated and coherent ones. This indicates the good cooperation prevailing among the stakeholders of the region and the consequently successful Environmental Diplomacy, as well as their firm commitment to overcome the still existing serious problems and move steadily towards a more sustainable development and a more effective environmental management of the Mediterranean region.

MEDITERRANEAN ENVIRONMENTAL DIPLOMACY AFTER THE WSSD

A number of major meetings, discussions and initiatives – not always reinforcing each other – have taken place since the WSSD, both at regional and global level. Through some examples that will be described in this chapter, it is clear that the Mediterranean NGOs, and MIO-ECSDE in particular, tried to sustain the momentum gained by the region at the WSSD. To a certain extent they have succeeded in reminding the Governments of the region of their commitments, as one could see from the documented results of these meetings.

The Mediterranean was represented and active at the **Fourth Global Civil Society Forum**, held from 1 to 2 February 2003 at UNEP Headquarters, Nairobi, Kenya, in conjunction with the *22nd Session of the United Nations Environment Programme Governing Council/Global Ministerial Environment Forum*. The meeting was important as one of the main aims was to address the role of civil society in the implementation of the outcomes of the WSSD. In fact, the Greek Presidency of the EU, which was actively assisted by MIO-ECSDE, arranged a series of consultations between NGOs and officials from EU countries, which mutually reinforced NGO and EU positions and lobbying potential.

At the **3rd World Water Forum (WWF3)** (Kyoto, Osaka and Shiga, 16-23 March 2003) participants discussed the actions needed in order to address the global water challenges and to meet the Millennium Development Goals (MDGs) set forth at the Millennium Summit of the United Nations in New York (2000), the International Freshwater Conference in Bonn (2001), and the World Summit on Sustainable Development in Johannesburg (2002). Based upon these discussions and despite some difficulties in communication and mentality with the Japanese organisers, all participating organisations, from the United Nations to local NGOs, tried to come up with specific and tangible commitments to action. A *Middle East and Mediterranean Regional Day* was organised jointly by the CEU, Greece (as EU Presidency) and GWP-Med, in which the Mediterranean NGO community was well represented and particularly active. A statement was produced, the main recommendation of which was the recognition of *the need to support the countries' reform agenda, which calls for concerted and sustained effort among governments, stakeholders, local communities, and partner organizations. It is recommended that regional partnership activities be strengthened among the countries of the Region (i) to deepen the understanding of common water challenges, (ii) to enhance knowledge and information sharing between the countries and the partners, and (iii) to provide systematic support for strategy formulation and capacity building for governments, institutions, and civil society organizations. The recommendations of the Report of the World Panel on Financing Water Infrastructure were noted, stressing however the need to be adapted to the regional realities.*

The 12th Session of the UN Commission for Sustainable Development (UN CSD-12) (New York, April 2004) was a meeting in which the Mediterranean NGO community was particularly active in promoting joint action and synergies with other

stakeholders of the region and the world over. CSD-12 was a *Review Session* which focused on the thematic cluster of water, sanitation and human settlements using a number of cross-cutting issues, namely: poverty eradication; changing unsustainable patterns of production and consumption; protecting and managing the natural resource base of economic and social development; sustainable development in a globalizing world; health and sustainable development; sustainable development of SIDS (Small Island Developing States); sustainable development for Africa; other regional initiatives; means of implementation; institutional framework for sustainable development; gender equality; and education.

For the first time a purely Mediterranean event was organized at a CSD meeting. It was entitled “**The Mediterranean Response to the WSSD commitments**” and was co-organised by the Hellenic Ministry for the Environment, Physical Planning and Public Works, the Italian Ministry for the Environment, UNEP/MAP and MIO-ECSDE on April 29th. The overall purpose of the side event was to: consolidate the progress made, to contribute in speeding up the process, and mainly the drafting of a comprehensive MSSD and also to exchange experiences with other regions of the world. The meeting took place on the second day of the Ministerial Session of CSD 12 and this didn’t help in bringing too many people in the audience. The participants of the event, however, were all key Mediterranean players and the European Commission. The presentations were very informative and the resulting interventions and discussion were also of significance. The main outcomes of the side event are presented in the Box entitled Outcomes of the “The Mediterranean Response to the WSSD commitments” (CSD-12 Side Event).

BOX: Outcomes of the “The Mediterranean Response to the WSSD commitments” (CSD-12 Side Event)

- The Mediterranean eco-region has developed significant experience for long-lasting successful cooperation in sustainable development and environmental protection, which can be used as a useful model for other eco-regions of the world: the Barcelona Convention and the MCSD within it, as well as the EuroMediterranean Partnership and various other activities of the European Union, such as the EU Water Initiative-Mediterranean Component.
- This does not imply that environment and development problems are less serious in the Mediterranean than in other parts of the world.
- The Mediterranean countries were the first to jointly respond to the call of Johannesburg in preparing a regional strategy for its sustainable development within the framework of the MCSD.
- The MSSD must be drafted and discussed following progressive participatory processes and should be supported and endorsed at the highest possible political level. This applies collectively for the region and for each Mediterranean country and also for the EU.

- Following the Vision and the Framework Orientations, attention should be focused on the implementation and mechanisms of delivery.
- The MSSD will not succeed without the decisive efforts of implementation of coherent and compatible national strategies for sustainable development. NSSDs must concretise the notion of sustainable development by adopting integrated policies and associating civil society, and the public at large, in the definition of criteria for success, the future of the strategy and the participation and role of civil society in the monitoring and management.
- The regional Mediterranean process must link effectively to the national and even the local level. To this end it has been proposed by the NGO community to facilitate national consultations. Furthermore, small scale pilot activities should take place at national and local level where the MCS D recommendations and outcomes can be applied and tested.
- The Mediterranean scene offers formidable opportunities for implementation of good intentions on sustainable development into concrete actions. If we do not deliver visible, tangible results soon, then we risk losing courage, confidence and momentum.

Another very well attended CSD-12 Mediterranean event that took place on April 29th was organised by GWP-Med and the Hellenic Ministry for the Environment, Physical Planning and Public Works. It was a Partnership Fair Event entitled "**Promoting Strategic Partnerships on Water in the Mediterranean**" and its purpose was to present and discuss progress in developing and implementing three Mediterranean initiatives for water: the Mediterranean Component of the EU Water Initiative, the Mediterranean Education Initiative for Environment & Sustainability, with an emphasis on water and waste (MEdIES) and the Euro-Mediterranean Water and Poverty Facility (WPF).

Following an initiative of MIO-ECSDE, the Hellenic Ministry for the Environment, Physical Planning and Public Works together with UNESCO, UNECE and the UN Education Caucus co-organised on the 28th of April a side event entitled "**Education for Sustainable Development**" within the UN CSD-12 in New York. It was very well attended also by key personalities and officials and aimed to provide the opportunity to present the recent developments in the field of Education for Sustainable Development (ESD) at international, regional and local level. The UNECE Strategy for ESD was acknowledged as a very important input to the UN Decade on ESD. The role of the civil society, especially of youth and the involvement and cooperation of all relevant institutions and organisations, governmental and non-governmental in the preparation and implementation of ESD strategies was stressed. Additionally, it was emphasised that ESD is not so much about *teaching* but *learning* for sustainable development and thus, the whole educational system should be re-oriented towards such a direction. Dr. Claus Toepfer, Executive Director of UNEP, also made a short but

significant intervention underlining the role of ESD in ensuring peace and stability among regions and people.

Perhaps the most important post-Johannesburg (WSSD) regional initiative in the Mediterranean is the **Mediterranean Strategy for Sustainable Development (MSSD)**. After some initial hesitations on the role of the EU, and in particular of the EuroMed Partnership, and the EU Sustainable Development Strategy with the Mediterranean one, it was agreed by the EuroMed Ministers for the Environment (Athens, July 2002 - see Annex 4, article 24,) that it should be fully within the UNEP/MAP mandate to formulate an MSSD since the Barcelona Convention and its Protocols were specifically updated to include the sustainable development concept. It is based on a Common Vision which in turn is based on a so-called "strategic review" with the main outcome being the urgent need for policy reform. This reform is to be achieved through addressing five main challenges: development and environmental protection, poverty and inequality, innovation and entrepreneurship, cultural diversity and, last but not least, governance. Peace and stability were also brought into the scene as prerequisites for progress in the above and vice versa. The Strategy is also based on Framework Orientations to guide its preparatory process. The MSSD key challenges have been defined as: globalisation, poverty and illiteracy, education reform, creating competitive business, better management of natural resources and pollution prevention and control, integrating sustainable development into all policy areas. A certain number of priority areas have also been identified: water, energy and eco-efficiency, tourism, transport, climate change, marine and coastal zones, urban development and agriculture. It was agreed that specific, realistic, measurable, time-bound targets should be identified based on the MDGs, WSSD outcomes, etc. adapted to the Mediterranean context. A participatory approach has been followed and the civil society (especially environmental NGOs) has been particularly active. This was less the case for other stakeholders. Further Mediterranean NGO meetings and national consultations are scheduled to take place so as to ensure that concrete proposals will be formulated. Also, an Interagency Committee of regional organisations including business and civil society is scheduled to be set up.

The MSSD will be presented to the Contracting Parties for approval in November 2005 in Slovenia.

The **Circle of Mediterranean Parliamentarians for Sustainable Development (COMPSUD)** was created in December 2002 in the wake of the Johannesburg WSSD), focussing on the important role of partnerships and dialogue among the various stakeholders, including Parliamentarians and politicians at large. The Circle is an open, flexible and light structure, aiming at promoting suitable mechanisms to support the dialogue among Members of Parliaments (from EU and non-EU Mediterranean countries) and politicians with NGOs and other stakeholders on the protection of the Mediterranean environment and the necessary socio-economic conditions for the sustainable development of the region. The Circle stresses on the necessity to strengthen effective governance on natural resources and the environment, with particular emphasis on water governance, through supporting

effective institutions and the encouragement of systematic and constructive dialogues among all relevant stakeholders, civil society organizations and the public at large with Parliamentarians and among themselves. Such dialogue is considered by the Circle as a fundamental premise for the promotion of sustainable development in conditions of peace and cooperation among all countries and all peoples of the Mediterranean region. At the 3rd annual meeting of the COMPSUD (Istanbul, 12 October 2004), its members confirmed their willingness to contribute actively in the *Mediterranean Strategy for Sustainable Development*, currently under preparation by the Mediterranean Commission of Sustainable Development (MCSD) and UNEP/MAP (see above) and to make the necessary links between this strategy, the National ones, wherever they exist, and the EU one.

The **MEDIES** (Mediterranean Education Initiative for Environment & Sustainability, with an emphasis on water and waste) is a Type II initiative that was launched during the WSSD in Johannesburg (see also previous chapter)¹. This initiative/partnership facilitates the educational community and students of the Mediterranean to contribute in a systematic and concrete way for the implementation of Agenda 21 and the Millennium Declaration goals, through the successful application of innovative educational programmes on cross-cutting themes to the school curricula (such as freshwater, wastes and the sea) in various languages in countries around the Mediterranean basin. There are many chapters of Agenda 21 as well as the Millennium Declaration that are addressed through this initiative. Furthermore, the initiative will greatly contribute in the implementation of the UN Decade of Education for Sustainable Development (2005-2015).

MEDIES is supported by the Hellenic Ministry for the Environment, Physical Planning and Public Works (YPExODE) and as of 2004 also by the Italian Ministry for the Environment and Territory. Leading partners of the Initiative are also MIO-ECSDE together with (UNEP/MAP) and UNESCO, while MEDIES water issues are supported and implemented in close cooperation with GWP-Med. Relevant Governmental Bodies, Educational Institutions, Intergovernmental and Non-Governmental Organisations that are interested and involved in Education and/or Environment participate in the MEDIES Partners Forum.

The educational packages "Water in the Mediterranean" and "Wastes in our lives" are the first in a series of MEDIES publications. The MEDIES interactive webpage provides the platform for the exchange of experiences and 'know how' in educational matters among all involved partners. The site contains useful material for all those working in the field of EE and provides free access to all relevant publications of MIO-ECSDE (in the various languages). MEDIES e-members enrich the site with their own relevant activities and news.

Furthermore, within the MEDIES framework, several regional and national seminars and conferences are organised, aiming to support educators through proper teacher training in the field of EE. MIO-ECSDE, responding to the request of educators focused on Methodologies of EE as far as publications and seminars are concerned.

¹ www.medies.net

The latest such publication is the "*Handbook on Methods used in Environmental Education and Education for Sustainable Development*" (Scoullos M. and V. Malotidi, 2004), which provides a concise selection of theoretical and practical elements for the implementation of educational materials for EE and ESD.

The **Circle of Mediterranean Journalists for Environment and Sustainable Development** was established during the "Mediterranean Regional Dialogue of Parliamentarians, NGOs and other stakeholders on the protection of the Mediterranean environment and prospects for the sustainable development of the region" (12-13 of December 2002), an event jointly organized by MIO-ECSDE and GWP-Med. The Circle aims to be an active forum through which the regular exchange of information and views about crucial Mediterranean environmental and sustainable development issues, the promotion of capacity building of media professionals and the organization of joint and concerted actions can be promoted so that information and communication experts will be strengthened in their capacity of sensitizing and informing Mediterranean societies, improving democratic and participatory processes and in directing more effectively the flow of information produced by scientists, NGOs, etc. to the decision-makers. At present, the Core of the Circle is composed by 32 Journalists from the following countries: Tunisia, Morocco, Lebanon, Greece, Egypt, Malta, Croatia, Jordan, Portugal, Bosnia and Herzegovina, Italy, Serbia and Montenegro, Israel, Albania, Slovenia and France. Water issues, because of their priority in all countries of the region, have been given precedence in the framework of the Circle and a *Media Kit on Freshwater in the Mediterranean* has been published.

What can be considered as major objectives of Environmental Policy in the Mediterranean since the WSSD are the following:

1. Sustaining the momentum of the WSSD reminding the Governments of their commitments;
2. Promoting and elaborating through alliances the "regionalisation" of global policies mainly through drafting and implementing a progressive and comprehensive MSSD;
3. Securing a better cooperation between the Barcelona Convention and the Barcelona Process (EMP);
4. Strengthening the Mediterranean policies of the EU within the New Neighbourhood Policy and other EU areas and initiatives;
5. Informing and empowering Mediterranean environment and development NGOs, and the civil society at large, to become competent in actively participating in the formulation of decisions, through effective flow of information, capacity building programmes and a series of common activities.

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USEFUL ACRONYMS:

ADB	African Development Bank
AMCEN	African Ministerial Conference on Environment
AOAD	Arab Organization for Agricultural Development
AOSIS	Alliance of Small Island States
ASCAD	Arab Centre for the Studies of Arid Zones and Dry Lands
AsDB	Asian Development Bank
BAT	Best Available Technology
BEP	Best Environmental Practice
BINAS	Biosafety Information Network and Advisory Service
BIS	Bank for International Settlements
BIT	Bilateral Investment Treaties
BOTs	Build-operate-transfer projects
BST	Bovine Somatotropins
CAN	Climate Action Network
CAP	Common Agricultural Policy
CBD	Convention on Biological Diversity
CDM	Clean Development Mechanism
CEDARE	Centre of Environment and Development for the Arab Region and Europe
CEIT	Countries with Economies in Transition
CEO	Chief Executive Officer
CEP	Caspian Environment Program
CFSP	Common Foreign and Security Policy
CIHEAM	Centre International de Hautes Etudes Agronomiques Méditerranéens (International Centre for Advanced Mediterranean Agronomic Studies)
CIS	Commonwealth of Independent States
CITIES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
CMP	Catchment Management Plans
CNN	Cable News Network
COP	Conference of the Parties
COP/MOP	Conference of the Parties serving as the Meeting of the Parties
CP	Contracting Parties
CPG	Comprehensive Procurement Guidelines
CSD	Commission on Sustainable Development
CTE	Committee on Trade and Environment
CZMP	Coastal Zone Management Plans
DBSA	Development Bank of Southern Africa
DDT	Dichlorodiphenyltrichloroethane
DG	Directorate General
EBRD	European Bank for Reconstruction and Development
EC	European Community

ECA	Export Credit Agency
ECB	European Central Bank
ECCP	European Climate Change Programme
ECOSOC	UN Economic and Social Council
ECT	European Community Treaty
EEA	European Environmental Agency
EEB	European Environmental Bureau
EEC	European Economic Commission
EECCA	Eastern Europe, Caucasus and Central Asia
EIA	Environmental Impact Assessment
EIB	European Investment Bank
ELO	Environment Liaison Office
EMP	Euro-Mediterranean Partnership
EMWIS	The Euro-Mediterranean Information System on the Know-How in the Water Sector
EP	European Parliament
EPA	Environmental Protection Agency (US)
ERM	Environmental Resources Management
ESAF	Enhanced Structural Adjustment Facility
ETUC	European Trade Union Confederation
EU	European Union
FAO	Food and Agriculture Organization
FCCC	Framework Convention on Climate Change
FDA	Food and Drug Administration
FDI	Foreign Direct Investment
FFA	Framework for Action
FFDCA	Federal Food, Drug and Cosmetic Act
FIFRA	Federal Insecticide, Fungicide and Rodenticide Act
FOE	Friends of the Earth
FLAD	Luso-American Development Foundation
FSC	Forest Stewardship Council
GATS	General Agreement on Trade in Services
GATT	General Agreement on Tariffs and Trade
GCC	Global Climate Coalition
GDP	Gross Domestic Product
GECHS	Global Environmental Change and Human Security
GEF	Global Environmental Facility
GHG	Greenhouse Gas
GMF	German Marshall Fund
GMM	Genetically Modified Micro-organisms
GMO	Genetically Modified Organisms
GPA	Global Plan of Action
GWP	Global Water Partnership
GWP-Med	Global Water Partnership - Mediterranean

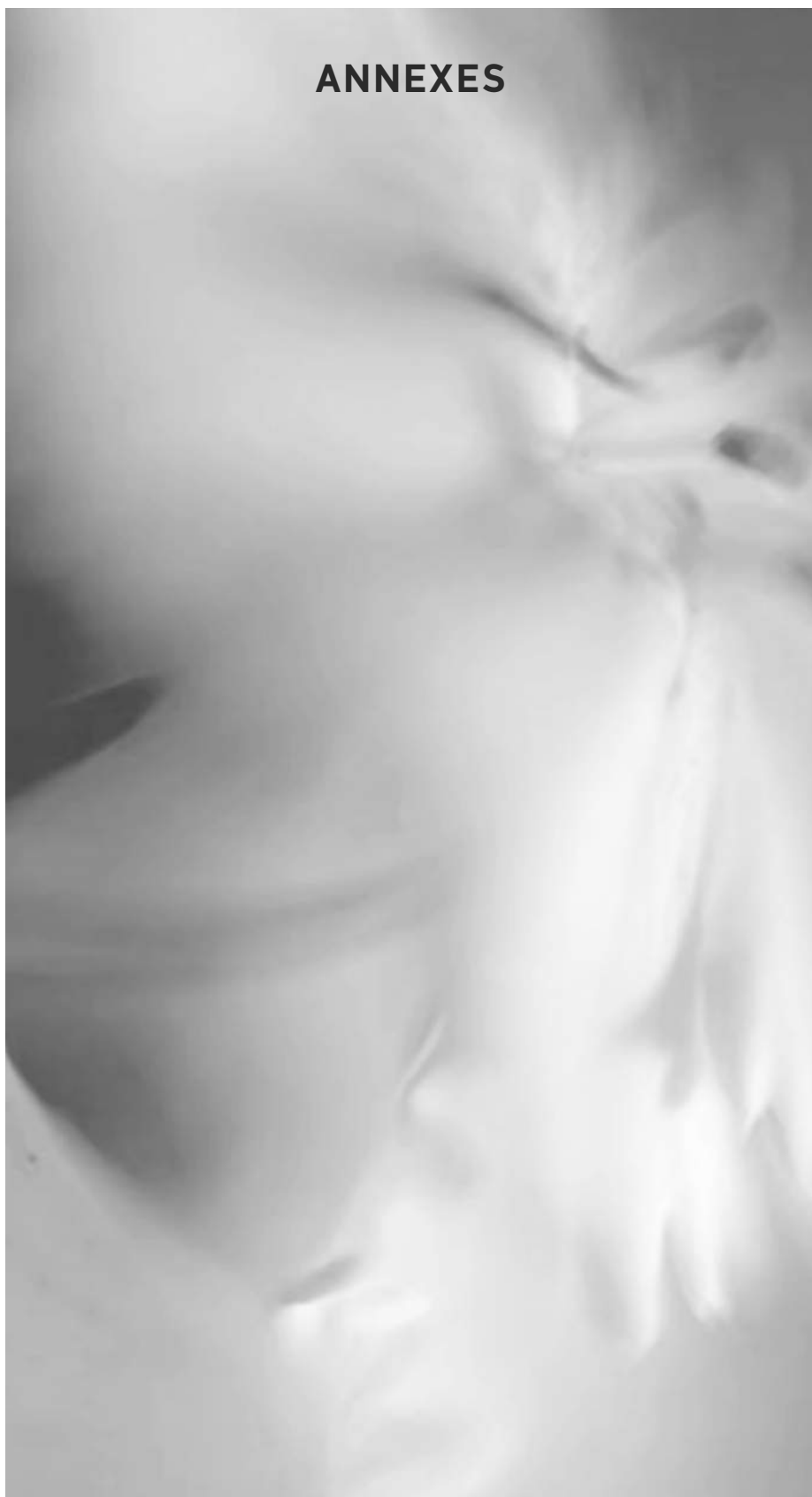
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HDR	Human Development Report
HELCOM	Helsinki Commission
HFC	Hydro Fluorocarbons
IAEA	International Atomic Energy Agency
IBRD	International Bank for Reconstruction and Development
ICAO	International Civil Aviation Organisation
ICJ	International Court of Justice
ICSID	International Centre for Settlement of Investment Disputes
ICWS	International Centre for Water Studies
IDA	International Development Association
IDB	Inter-American Development Bank
IDNDR	International Decade of Natural Disaster Reduction
IEA	International Energy Agency
IFC	International Finance Corporation
IFF	Intergovernmental Forum on Forests
IIPN	Integrated International Production Network
IISD	International Institute for Sustainable Development
ILO	International Labor Organization
IME	Institut Méditerranéen de l'Eau (Mediterranean Water Institute)
IMF	International Monetary Fund
IMO	International Maritime Organisation
INBio	Institute Nacional de Biodiversidad (Costa Rica)
INBO	International Network of Basin Organisations
INCAE	Institute Centroamericano de Administracion de Empresas
IOM	International Organisation for Migration
IPCC	Intergovernmental Panel on Climate Change
IPE	International Political Economy
IPF	Intergovernmental Panel on Forests
IPPC	Integrated Pollution Prevention and Control
ISDB	Islamic Development Bank
ISO	International Standardization Organisation
IU	International Undertaking
IUCN	International Union for the Conservation of Nature
IWRM	Integrated Water Resources Management
IUCN	International Union for the Conservation of Nature
JAP	Joint Action Plan
JCP	Joint Comprehensive Environmental Action Programme
JI	Joint Implementation
Lcd	Liters per capita per day
LMO	Living Modified Organisms
MAB	Man and the Biosphere Programme
MAI	Multilateral Agreement on Investment

MAP	Mediterranean Action Plan
MARPOL	Marine Pollution Convention, International Convention for the Prevention of Pollution from Ships
MBA	Master in Business Administration
MCSO	Mediterranean Commission on Sustainable Development
MDG	Millennium Development Goals
MEA	Multilateral Environmental Agreement
MED-EUWI	Mediterranean Component of the EU Water Initiative -Water for Life
MEdIES	The Mediterranean Education Initiative for Environment and Sustainability
MEDPOL	Mediterranean Pollution Monitoring and Research Programme
MEDTAC	Mediterranean Technical Advisory Committee (of GWP)
MedWet	Mediterranean Wetlands Initiative
MENA	Middle East and North Africa
MFN	Most Favored Nation
MFTA/MFTZ	Mediterranean Free Trade Area / Zone
MIGA	Multilateral Investment Guarantee Agency
MIO-ECSDE	Mediterranean Information Office for the Environment, Culture and Sustainable Development
MMPA	Marine Mammals Protection Act
MRA	Mutual Recognition Agreement
MS	Member State
MT	Measurement Ton
MWN	Mediterranean Water Network
NAFTA	North American Free Trade Agreement
NATO	North Atlantic Treaty Organisation
NGO	Non Governmental Organization
NIEO	New International Economic Order
NIS	New Independent States
NSAS	Nubian Sandstone Aquifer System
NTA	New Transatlantic Agenda
NWF	National Wildlife Federation
OAU	Organisation of African Unity
ODA	Official Development Assistance
OECD	Organization for Economic Cooperation and Development
OPEC	Organisation of Petroleum Exporting Countries
OSCE	Organization for Security and Co-operation in Europe
OSPAR	Convention for the Protection of the Marine Environment of the North-East Atlantic (Oslo and Paris Conventions)
PAM	Policies and Measures
PCB	Poly Chlorinated Biphenyls
PCSD	President's Council on Sustainable Development
PFC	Poly Fluorinated Carbons
PITF	Program Implementation Task Force
POP	Persistent Organic Pollutants

PPP	Public-Private Partnership
PPMs	Processes and Production Methods
PRGF	Poverty Reduction and Growth Facility
PRSP	Poverty Reduction Strategy Paper
PSP	Private Sector Participation
PWU	Public Sector Water Undertaking
RAC	Regional Activity Centre (UNEP/MAP)
RBO	River Basin Organisation
RAED	Arab Network for Environment and Development
R&D	Research and Development
RSP	Regional Seas Programme (UNEP)
SAM	Sustainability Assets Management
SBSTTA	Subsidiary Body on Scientific, Technical and Technological Advice
SCORE	Service Corps of Retired Executives
SEA	Strategic Environmental Assessment
SEE	South East Europe
SF6	Sulfur Hexafluoride
SIWI	Stockholm International Water Institute
SMAP	Small and Medium Term Priority Environmental Action Programme
SME	Small and Medium-Sized Enterprise
SPS	Sanitary and Phytosanitary Measures
SRI	Socially Responsible Investment
TABD	Transatlantic Business Dialogue
TAC	Technical Advisory Committee (of the GWP)
TACD	Transatlantic Consumers Dialogue
TADD	Transatlantic Donors Dialogue
TAED	Transatlantic Environment Dialogue
TAFTA	Transatlantic Free Trade Area
TALD	Transatlantic Labor Dialogue
TBPA	Transboundary Protected Area
TBT	Technical Barriers to Trade
TDSD	Transatlantic Dialogue on Sustainable Development
TEP	Transatlantic Economic Partnership
TIAA-CREF	Teachers Insurance and Annuity Association-College Retirement Equities Fund
TIES	Transatlantic Information Exchange Service
TLD	Transatlantic Legislators Dialogue
TNC	Transnational Corporation
TRIPs	Trade-Related Aspects of Intellectual Property Rights
TSCA	Toxic Substances Control Act
UKSIF	United Kingdom Social Investment Forum
UN	United Nations
UNCCD	United Nations Convention to Combat Desertification

UNCED	United Nations Conference on Environment and Development
UNCHE	United Nations Conference on the Human Environment
UNCITRAL	United Nations Commission on International Trade Law
UNCSD	United Nations Commission for Sustainable Development
UNCTAD	United Nations Conference on Trade and Development
UNCTC	United Nations Centre on Transnational Corporations
UNDP	United Nations Development Programme
UN/ECE	United Nations Economic Commission for Europe
UNEP	United Nations Environmental Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
UNGASS	United Nations General Assembly Special Session
UNIDO	United Nations Industrial Development Organization
UNRISD	United Nations Research Institute for Social Development
UNU	United Nations University
UPOV	International Convention for the Protection of New Varieties of Plants
US	United States (of America)
USDA	United States Department of Agriculture
USTR	United States Trade Representative
WB	World Bank
WBGU	Wissenschaftliche Beirat der Bundesregierung Globale Umweltveränderungen (German Advisory Council on Global Change)
WCED	World Commission on Environment and Development
WDM	Water Demand Management
WEEE	Waste from Electrical and Electronic Equipment
WFD	Water Framework Directive
WHO	World Health Organisation
WIEWS	World Information and Early Warning System
WIPO	World Intellectual Property Organisation
WIR	World Investment Report
WMO	World Meteorological Organisation
WPF	Water and Poverty Facility
WPI	Water Poverty Index
WRI	World Resources Institute
WSSD	World Summit on Sustainable Development
WTO	World Trade Organization
WWC	World Water Council
1st WWF	1st World Water Forum
2nd WWF	2nd World Water Forum
3rd WWF	3rd World Water Forum
WWF	World Wildlife Fund for Nature
WWF-MED	World Wildlife Fund for Nature-Mediterranean Programme

ANNEXES



ANNEX 1

"Conclusions and recommendations of the Non-Governmental Conference on the Protection of the Mediterranean"

Brussels, 21 October 1984

Preamble

We are citizens from 17 countries, both within and outside the European Community. We are united by our common concern for the destiny of the Mediterranean Sea and its surrounding coasts. The Mediterranean is the meeting place of three continents. It is the common resource of eighteen countries, the source of culture, leisure and wealth to over 100 million Mediterraneans and 100 million annual visitors from elsewhere. It is also the home of a unique flora and fauna linked together in a fragile ecosystem that is the repository of a genetic diversity as distinctive and important for the future of mankind as the cultural heritage with which we have already been bestowed.

We are aware of, and appreciate, the achievements of the participating governments in sustaining the effort to protect the Mediterranean incorporated into the *Barcelona Convention* and its protocols. We recognise the instrumental role of the United Nations Environment Programme in launching this initiative as part of its Regional Seas programme and welcome its continued involvement in the development of Mediterranean protection. We were glad to note the accession of the European Community as a contracting party to the *Barcelona Convention*. We congratulate all those concerned in overcoming the many difficulties in establishing the framework for cooperation contained in the *Barcelona Convention*. To achieve a measure of unity on complex issues in the face of such great cultural, economic and political differences should not be underestimated and again places the Mediterranean and its people in the forefront of human affairs. Our goals as non-governmental organizations concerned with the Mediterranean are:

- to prevent the further deterioration of Mediterranean ecosystems
- to promote appropriate and timely responses to acute threats
- to protect valuable habitats, endangered species and genetic diversity
- to protect monuments and historical sites
- to protect landscapes
- to promote and protect the unique Mediterranean cultural heritage and its associated quality of life

In the pursuit of these goals we have organised between us hundreds of public lectures conferences, seminars, open discussions, round tables and other forms of directly informing interested groups and the wider public on the state of the

Mediterranean. We have prepared and distributed films, film-strips, TV-spots and other visual material to schools, local groups, radio and TV-stations. Pamphlets books and posters have been printed and distributed, exhibitions prepared and shown. Demonstrations, interventions, proposals, appeals and recommendations to governments have been made. Legislation and monitoring programs have been proposed. Areas to be protected have been identified, surveyed, mapped, monitored or even on occasion acquired. Pilot schemes on such matters as reforestation, restoration of monuments and the introduction of clean technologies have been carried out. These have been our offering to the Mediterranean peoples and our contribution to the protection of the Mediterranean environment.

Our purpose in meeting in Brussels, just prior to the inter-governmental meeting of the *Barcelona Convention* countries is:

- to better inform ourselves on the present status of the Mediterranean environment
- to evaluate the role NGOs have played in protecting the areas and to discuss new ways and methods to increase the activity of Mediterranean NGOs
- to identify those areas in which the EEC, UNEP and the Governments of Mediterranean countries were failing to act or to act with sufficient speed
- to further encourage the European Community to show its concern for the Mediterranean in visible and concrete ways.

As a result of these deliberations we have come to some conclusions and recommendations which we, as citizens of Europe and the Mediterranean, free of political or national bias, wish to communicate to you with urgency.

Conclusions

1. The single largest obstacle to the adequate protection of the Mediterranean environment is the lack of public awareness, on the part of the citizens of the Mediterranean countries, of the nature of the threats to their well-being, livelihood and heritage and of the ways in which they could contribute actively to reducing and removing those threats. Without a high level of public awareness on the issues and their remedies, it is difficult, if not impossible, for governments or regional and international institutions to take effective and timely action.
2. In this context, we have been disappointed by the failure to translate intentions into concrete results. The passing of legislation is only the first step in transforming the problem. Far too often it has also been the last. Many Governments have taken little or no action to establish the necessary infrastructure or allocate the necessary funds to fulfil their obligations to the spirit of Barcelona.
3. Although we welcome the involvement of the European Community in Mediterranean affairs we are conscious that the policy of the Community institutions towards the Mediterranean still contains deep contradictions. We recognise that no practical

policy is likely to be completely consistent. But too often the policy of Community institutions on agriculture and development investment more than takes away with one hand what the policy on the environment is giving with the other.

4. A unique opportunity exists for the rest of the UN system to support UNEP's initiatives with enthusiasm. Particularly for the non-EEC Mediterranean countries the availability of international funds is an essential condition for the implementation of the *Barcelona Convention*. UNEP is not, nor was ever intended as, a fund disbursing agency. Other UN agencies however, in particular FAO, UNDP, UNESCO and WHO could contribute a great deal more than they' are doing for the protection of the Mediterranean.

Recommendations

1. UNEP should intensify its efforts to encourage the *Barcelona Convention* countries to sign, ratify and implement other international conventions pertaining to the protection of the Mediterranean. This is particularly important in the case of Mediterranean wetlands which should be designated under the Ramsar Convention. It should publish a regular report on the obstacles to implementation of the Barcelona and other relevant conventions.
2. UNEP and the EEC should review their relations with the NGOs in the light of conclusion 1 above and develop more systematic mechanisms to facilitate the flow of information and funds to NGOs, particularly those from the non-EEC countries where needs and opportunities are greatest. Furthermore, UNEP and the EEC should jointly with the NGOs establish a Mediterranean Action Day to provide a common focus for action to stimulate public awareness.
3. EEC Governments must give greater urgency to the adoption of the Integrated Mediterranean Programmes' (COM(83)24) which have already been under discussion for more than 18 months.
4. EEC Governments must also place a higher priority on the implementation of the provisions in the Third Action Programme on the Environment calling for the integration of the environment with other policies. In this respect the adaptation of the Agricultural Structures Directive along the lines proposed by the British Government would greatly facilitate such integration. Furthermore, the application of environmental impact assessment procedures to projects financed by the European institutions must be hastened. UNEP should complement these efforts by bringing forward proposals for a new protocol to the Convention incorporating an environmental impact assessment procedure for major developments including off-shore oil drilling.
5. The EEC must put more effort into giving practical assistance to UNEP efforts to implement the Mediterranean Action Plan by way of funds, services and help in-kind.
6. The EEC should amend its regulation (O.J.1872/84) on the criteria relating to actions

to protect the environment in order to permit the financing of the protection of animals such as the monk seal and Corsican red deer and threatened plant species.

7. UNEP, the EEC and the participating governments should urgently set in motion a process to establish a legal regime on Mediterranean antiquities and works of art which establishes the rights of originating countries to the return of stolen antiquities.
8. UNEP, the EEC and the participating governments should investigate the establishment of regional centres for the treatment of toxic wastes.
9. UNEP, the EEC and the participating governments should call a meeting of the National Tourist Boards of Mediterranean and EEC countries to discuss the ways in which tourists may be better educated on their impact upon and responsibility towards the Mediterranean and further to discuss ways of reducing and minimising the impact.
10. UNEP, the EEC and the participating Governments should take steps to encourage replication of the initiative of the Hellenic Marine Environment Protection Association (HELMEPA).
11. We call upon the governments of all countries with military vessels and aircraft using the Mediterranean to voluntarily observe the provisions of the *Barcelona Convention*.
12. The further development of a common forestry policy within the EEC should take account of the need to protect typical Mediterranean forests, habitats and vegetation coverage and other EEC funds and agencies with an interest in forestry should ensure that their activities do no further damage to this important eco-system.
13. We call upon the governments of all Mediterranean countries to outlaw indiscriminate or mass killing of migratory birds and to establish protected areas for them. We further call upon the governments to ratify the Bonn and Berne Conventions and to implement their requirements in national law.
14. In implementing the fourth protocol of the *Barcelona Convention*, participating governments, the EEC and UNEP must encourage better acquaintances with biological indicators and pay particular attention to the protection of posidonia meadows.

ANNEX 2

"The Athens Declaration of Mediterranean NGOs"

Athens, 24 November 1991

Preamble

1. We, the NGO representatives of 16 Mediterranean countries meeting in Athens on 22 and 23 November 1991, on the invitation of the Mediterranean Information Office of the EEB, the *Elliniki Etairia* and the Arab Office for Youth and Environment, in the framework of the UNCED process and with the support of the Commission of the European Communities, the UNEP/MAP Coordinating Unit the UNIC/Athens and the French and Greek Governments, the inheritors of diverse ancient civilisations, sharing a common commitment to environment protection and sustainable development in the Mediterranean, have unanimously adopted the present declaration.
2. Whereas the degradation of the environmental quality of the Mediterranean basin has continued during the past decades.
3. Believing that development should reflect global ethical considerations taking full account of the ecological dimension of politics, education, the economy and scientific research.
4. Emphasizing the role of Non-Governmental Organizations (NGOs) as promoters of citizen awareness and involvement in public affairs, we agree on the following:

Conditions for Sustainable Development

5. We believe that the following conditions are essential for sustainable development and the continued enhancement of our natural and cultural heritage.
6. Peace: Insofar as peace is a precondition to stable and environmentally responsible development, we welcome the Middle East Peace Process begun at Madrid 91 and call for implementation of all UN Security Council resolutions relating to outstanding political problems in the Mediterranean region. We unconditionally condemn the use of the environment and natural resources, the interference with or alteration of the existing demographic composition of a state or region and the destruction of its cultural heritage as a means of war and call for incorporation of this principle in the Earth Charter and other International Conventions. We also call for large reductions in arms spending and the banning of nuclear warships.
7. Human Rights: Mindful of the importance of the implementation of already acknowledged human rights such as the right to life we also call for the full recognition of the right to information and participation and the right to justice as basic conditions for obtaining a healthy and safe environment.

8. Democracy: Realizing the crucial contribution of citizen participation in environmental policy, we welcome the recent international expansion of democratic nouns and call for the expeditious establishment and strengthening of democratic political systems in all Mediterranean countries.
9. Women's Rights: Deeply convinced of the connection between women's rights and sustainable development, we call for the participation of women as equal partners in all socio-political spheres.

UNCED Process

10. We welcome the UN Conference on Environment and Development as an important step in an ongoing international process. We call on it to:
 - a. address the root causes of global environmental problems;
 - b. promote major changes in production and consumption patterns, particularly as between North and South, in order to facilitate sustainable development on a global basis;
 - c. alleviate the debt problem by encouraging further remissions of debt for nature;
 - d. fix clear, quantifiable environmental objectives linked to strict timetables;
 - e. adopt instruments to enforce the implementation of the Earth Charter and Agenda XXI;
 - f. ensure equal rights of participation in the monitoring and supervision of these instruments to governments, social partners (manufacturers, investors and trade unions) and NGOs.
11. We urge the Mediterranean governments, the European Community, the Arab League and other regional governmental groupings to include in their delegations to the New York PrepCom and the Rio Conference NGO representatives. We consider this an important step towards realizing the public authorities' commitment to "partnership" as recommended by the Brundtland Report.
12. We recommend that NGOs organise themselves in national conferences, if such fora do not already exist in connection with their participation in these international meetings and involve existing regional networks in this process.

Barcelona Convention and Nicosia Charter

13. We recognize the significance of these two documents and we believe that their protocols or conditions must be fully adhered to. We are disturbed by the delay in their actual implementation. We are committed therefore to enhancing the role of Mediterranean NGOs in monitoring the compliance of Mediterranean countries with their environmental obligations and reporting to the Mediterranean Action Plan Coordinating Unit (UNEP/MAP) and the Mediterranean Information Office (EEB/MIO) for wider dissemination.

14. The monitoring role of NGOs must be recognized by governments which must fund this monitoring either directly or through regional or international organizations.
15. We request that the Mediterranean Information Office publish an annual report containing the information submitted by the Mediterranean NGOs on compliance with the *Barcelona Convention* and the *Nicosia Charter*. We also call on the Mediterranean Action Plan to publish an independent assessment of the progress made under the Blue Plan.

National Legislation

16. We call our governments to implement national and regional regulations dealing with trans-frontier pollution and particularly the prohibition of international transport of hazardous wastes.
17. We urge the adoption of national legislation requiring Environmental Impact Assessment studies and the Freedom of Access to Information on Environmental Matters.

Mediterranean Regional Arrangements

18. We welcome the organization of the coming Regional Ministerial Conferences in Cairo (April 1992 on environmental strategy) and Rome (September 1992 on water). On the basis of the Bergen experience (ECE Conference on Environment and Development) we request full participation of the social partners and the NGOs in both conferences.
19. We call on the signatories of the *Barcelona Convention* to amend Article 2 of Appendix A to include a provision granting NGOs and aggrieved citizens the right to take legal action against states that do not comply with their commitments under this protocol. We also express our general support for the concept of an International Environment Court particularly for the Mediterranean region. We welcome specific proposals to this end.
20. We request that the Mediterranean Information Office serve as a coordinator of expert teams which will explore the following regional institutional arrangements and prepare a progress report for the next NGO conference in April 1992.
21. We call for the establishment of a Network for the Mediterranean Biological Diversity with the participation of NGOs and scientists to be coordinated by the Mediterranean Information Office. The Network will facilitate the trans-national exchange of information and will organize an initial workshop in the framework of the Cairo Meeting.
22. We propose:
 - A) The convening of a Ministerial Conference on "A Mediterranean Community for Water and Natural Resource Management" with the participation of all the Mediterranean Countries and the EC to deal with:

- I. Resource Management
 - II. Agreed principles of water pricing
 - III. Designing of infrastructures
 - IV. Technology transfers
 - V. Research and Development
 - VI. Environmental Education and Training at all schooling levels
 - VII. Creation of Public Awareness
- B) A Regional Environmental Court of Justice with authority to:
- I. order the implementation of international treaties by contracting member states;
 - II. impose clean-up costs on polluters:
 - III. grant standing to NGOs and citizens.
- C) An organizational structure to coordinate funding of environmental and development activities in the Mediterranean region with full participation of donors and recipients.
- D) The establishment of a Special Environmental Protection Fund to cope with the environmental damage caused by the increase in mass tourism in the Mediterranean. The fund can be supported through the imposition of a levy on every airline ticket or the hotel bill of each tourist.

Next Meeting

24. We affirm our commitment to continued cooperation between Mediterranean NGOs and shall reconvene in Cairo, April 1992.

The Declaration was the major outcome of the International NGO Conference on "Environment and Sustainable Development in a Safe Mediterranean", Athens 21-24 November 1991 (Organised by: MIO/EEB, Elliniki Etairia, AOYE)

This declaration introduced the concept of sustainable development for the Mediterranean region and identified the prerequisites for its accomplishment and requested for a Mediterranean Commission to deal with it. With regard to the forthcoming UNCED, which is to be held the following year in Rio, environmental and more general issues important for the Mediterranean, were recognised, to be raised there, and the Mediterranean governments were urged to include NGOs in their delegations. The need for implementation of national legislation was stressed and a series of Mediterranean regional arrangements were defined.

ANNEX 3

"The Tunis NGO Declaration on Agenda Med 21 - HAND IN HAND"

Tunis, 28 October 1994

We, the NGO representatives of 14 Mediterranean countries meeting in Tunis on 27 and 28 October 1994 at the invitation of the Committee of the Tunisian NGOs for Agenda MED 21 and of the Mediterranean Information Office for Environment Culture and Sustainable Development (MIO-ECSDE).

We, the inheritors of diverse ancient civilizations, sharing a common vision for the future of the Mediterranean in the 21st century and a common commitment to environment protection, biodiversity conservation for sustainable development in the Mediterranean, have adopted the present declaration.

We welcome the initiative of the Tunisian Government to call upon the Ministerial Meeting for Agenda MED 21 as an important step forward in implementing the commitments undertaken in Rio 1992. The serious ecological imbalances and the observed challenges towards development in the Mediterranean region, being of a long standing nature, constitute a serious hindering threat for its present and future perspectives. Believing that Sustainable Development should be based on new and innovative approaches for sustainable use of resources and that development should reflect global ethical considerations, taking full account of the ecological dimension of politics, education, the economy and scientific research.

Emphasizing the role of the Non Governmental Organizations (NGOs) as indicators of the consciousness of the society on environmental matters and as promoters of citizen awareness,

We agree on the following:

Conditions for Sustainable Development

We believe that the following conditions are essential for sustainable development and the continued enhancement of our natural and cultural heritage:

A) Peace:

As a precondition for a sustainable development it is important to establish a long lasting peace implying:

- A1. Resolution of armed conflicts between or within Mediterranean countries
- A2. Implementation of all UN Security Council resolutions to outstanding political problems in the Mediterranean region
- A3. Condemning the impact of wars on environment, natural resources, demographic composition and cultural heritage

A4. Reduction in arms spending and banning of nuclear weapons and warships

A5. Identifying and contributing to the removal of any environmental or developmental causes of conflicts

B) Human Rights and Democracy:

Realizing the importance of the implementation of Human Rights and the contribution of citizens in defining and implementing environmental policies without discrimination by sex, race and religion, we call for

B1. Recognition of the right to life, the right to justice and the right to information and participation.

B2. Expeditious establishment and strengthening of democratic systems in all Mediterranean countries.

B3. Participation of women as equal partners in all political, economic and social spheres.

B4. Recognition of the right of youth to effectively participate in determining their present and future.

B5. The condemnation of all acts of terrorism and intolerance.

We urge the participating Governments to the Agenda Med 21 Ministerial Conference to:

1. Address the root causes of Mediterranean environmental problems.
2. Promote major changes in production and consumption patterns, particularly as between North and South.
3. Alleviate the debt problem by encouraging further remissions of debt for nature.
4. Fix clear, quantifiable environmental objectives linked to strict timetables.
5. Establish effective National Committees for Sustainable Development with active participation of NGOs and adopt proper instruments to enforce the implementation of Agenda 21 and the Tunis 1994 Declaration.
6. Ratify the Conventions on Biodiversity, Climatic Change, Desertification and all other relevant conventions and support preparation of a Convention on Forests. Each country should prepare national strategies for each of those conventions and create the necessary infrastructures and means for their proper implementation. In the same way a Mediterranean strategy must be elaborated.
7. Implement national and regional regulations dealing with trans-frontier pollution and particularly the prohibition of international transport of hazardous wastes.
8. Adopt national legislation requiring Environmental Impact Assessment studies and the Freedom of Access to Information on Environmental Matters.

9. Reinforce coordination capacities of a restructured UNEP/MAP to optimize exchange of information, expansion of its monitoring to cover atmosphere and land based sources and sharing financial and human resources between the various actors from governmental, private and non-governmental sectors.
10. Monitor and coordinate funds allocated to development and environment by international multi-lateral and even national agencies, with particular emphasis on their environmental direct and indirect, positive and negative impacts.
11. The establishment of a Mediterranean Commission for a Sustainable Development with full participation of Civil Society to coordinate funding and evaluate the implementation of the Rio Agreement and the Tunis 1994 Declaration of MED 21 in the Mediterranean Region. This Commission should not duplicate the role of UNEP/MAP or other initiatives and bodies but it should coordinate in an efficient and concrete way the activities in the areas of freshwater, energy, renewable resources and technology transfer, in order to facilitate the sustainable development of each one of the Mediterranean countries and of the region as a whole. NGOs recognise water as the most crucial and vital natural resource of the region and ask that the Commission or a special body cooperating with it, deal with:
 - Water Resource Management
 - Agreed principles of water pricing
 - Designing of infrastructures
 - Promoting wastewater treatment and economy of water
 - Research and technology
 - Water data bank

The Commission should supervise the transfer of environmentally sound technology, promote renewable sources of energy and in particular solar energy.

12. The establishment of a MED 21 Fund which should be in coordination with existing provisions under the *Barcelona Convention* and Agenda 21 to cope with the environmental damages caused by economic activities in the area, such as the increase of industrialisation, mass tourism, etc. The fund can be supported by new and innovative sources, such as through the imposition of a levy on polluting activities and/or on every airline ticket and/ or the hotel bill of each tourist, etc.
13. The establishment of a Mediterranean Environmental Education Network to draw on and disseminate experiences in the area in cooperation with UNESCO and other competent bodies and develop new means of communication, such as a Mediterranean Environmental TV Channel, schools on board ships, etc. and supervise education and training for all ages.

14. The establishment of a network of pilot areas designated in each Mediterranean country where sustainable development programmes are tested at realistic scales in order to permit different partners to gain conclusive experiences. In such a network islands should be given a particular attention and priority.
15. NGOs can recognise that the long-standing pollution problems of the Mediterranean Sea deriving from oil transport, dumping of solid wastes, inadequate treatment of wastewaters, uncontrolled atmospheric emissions and soil pollution, require urgent and proper action because they present a problem for both ecosystems and the health of Mediterranean citizens.
16. NGOs recognise that the rapid loss of habitats and/or species in the region require a thorough revision of our policy and tools for management of biotopes and for securing the valuable biodiversity of the Mediterranean.

ANNEX 4

ATHENS DECLARATION by the EURO-MEDITERRANEAN MINISTERS for the ENVIRONMENT

Athens 10 July 2002

The participants of the 2nd Euro-Mediterranean Ministerial Conference on the Environment, held in Athens on 10 July 2002:

- Reaffirming the overall objectives of the Barcelona Declaration establishing a common area of peace, stability and security, creating an area of shared prosperity and developing human resources, promoting understanding between cultures and exchanges between civil societies;
- Recalling the Barcelona Declaration as well as the Helsinki Declaration and the objectives of the Short and Medium-term Priority Environmental Action Programme (SMAP) adopted at the 1st Euro-Mediterranean Ministerial Conference on the Environment held in November 1997;
- Recalling the Chairman's Conclusions on the 3rd Euro-Mediterranean Conference of Foreign Ministers in Stuttgart (15-16/4/1999), where six priority sectors for co-operation were confirmed, and where it was stressed that "in all sectors of co-operation special attention should be given to the environmental aspects";
- Recalling the Presidency Conclusions on the Brussels Euro-Mediterranean Conference of Foreign Ministers (5-6/10/2001), which welcomed the Athens Euro-Mediterranean Ministerial Conference on the Environment as an "opportunity to give a fresh impetus to SMAP";
- Recalling the Turin Declaration adopted by the Euro-Mediterranean Ministerial Conference on Integrated Local Water Management held in October 1999;
- Having regard to the 5th Conference of Euro-Mediterranean Foreign Ministers held in Valencia 22-23 April 2002 where Ministers "reaffirmed that sustainable development should be included among the guiding principles of the Barcelona Process";
- Noting that the Valencia Action Plan adopted by the Foreign Ministers foresees sustainable development with a high degree of environmental protection; refers to the launching of a sustainability impact assessment to ensure that the establishment of the Free Trade Area and Environmental protection are mutually supportive; welcomes the intention of the Athens Environmental Ministerial Conference to adopt a strategic framework for the environmental integration process in the perspective of sustainable development; asks for capacity building in

"synergy with other programmes such as the Mediterranean Action Plan and the Mediterranean Commission for Sustainable Development" and urges the Ministers of Environment to promote in Athens a joint approach to the Johannesburg World Summit on Sustainable Development;

- Welcoming the commitment made by the Contracting Parties to the *Barcelona Convention* at the 12th Conference of the Parties in Monaco (14-17/11/2001) to work towards strengthening the links between the Euro-Mediterranean Partnership and the Mediterranean Action Plan (MAP) and the invitation made to those Contracting Parties concerned to take full account of the decisions and recommendations of the Contracting Parties when elaborating and making requests for support from European Community programmes;
- Welcoming the overall contribution of environmental NGOs related to the Euro-Mediterranean process, as formulated during their various conferences and civil fora;
- Noting with concern that the environmental trends set out in the Report on the State and Pressures of the Marine and Coastal Mediterranean Environment, jointly prepared by the European Environment Agency (EEA) and Mediterranean Action Programme, are, despite improvements in some sectors, not yet compatible with sustainable development;
- Determined to work for a successful outcome to the World Summit on Sustainable Development (WSSD) and for the implementation of the results;

HAVE ADOPTED THE FOLLOWING:

A Sustainable Development Objective for the Euro-Mediterranean Partnership

1. The Conference reiterates the importance of sustainable development as the predominant global and guiding objective of the Euro-Mediterranean Partnership (EMP). Economic and social development and environmental protection have to be fully integrated if we are to meet the needs of today without sacrificing the ability of future generations to meet their own needs. Being a Partnership for sustainable development, the EMP reflects the understandings reached at the EU Göteborg Summit as well as the 12th Conference of the *Barcelona Convention* and incorporated into regional and global preparations for the World Summit on Sustainable Development.
2. The Conference strongly reaffirms its commitment to the Rio Principles, the full implementation of Agenda 21 and the Programme for the Further Implementation of Agenda 21 which are all of key relevance to the Euro-Mediterranean region.

Review of the 5-year Implementation of the Short and Medium-term Priority Environmental Action Programme (SMAP)

3. The Conference endorses with appreciation the Report on the First 5 Years of SMAP Implementation prepared by the European Commission in close co-operation with the SMAP Correspondents. It considers the Report as a valuable basis for the review foreseen in the SMAP follow-up mechanism.

4. Having reviewed implementation of the SMAP, the Conference participants stress the need to:

- retain the existing objectives of SMAP, which provide a common basis for the orientation of policy and funding, as well as the existing SMAP priority fields of action, which still remain fully valid;
- consider ways to strengthen the existing links of SMAP with environmental integration in agriculture and tourism;
- work collectively and individually for more effective implementation of the policy objectives of the Programme by promoting environmental integration in all sectors throughout the Partnership and concrete action in the field;
- encourage their national administrations to take account of the SMAP objectives notably via the SMAP Correspondents in their process of internal consultation in the preparation and implementation of MEDA indicative programmes and in the work of the institutions of the Association Agreements in order to achieve greater environmental action at national level;
- further accelerate implementation of the SMAP, while welcoming the progress already made in this regard. In this context, Ministers request the Commission to make best efforts to launch the next call for proposals on the Euro-Mediterranean regional Programme for the Environment as soon as possible;
- further improve the quality of the project proposals by co-ordinated efforts from all sides. In this context Ministers note the importance of using project cycle management techniques in developing the programmes and call for continued attention to be paid to the precision of the guidelines for project applications;
- give further emphasis to focused capacity building;
- provide additional resources for achieving the SMAP objectives through the use of all the possibilities available from domestic and private resources as well as MEDA and other aid sources;
- strengthen the SMAP Correspondents Network *inter alia* by all providing financial and administrative support as soon as possible to the Correspondents of the 12 Partners in order to enable them to fulfil their tasks;
- strengthen coherence and secure synergies between SMAP policy, the Euro-Mediterranean Environment Programme, legal instruments and multilateral programmes in the region, such as MAP and the Mediterranean Environment Technical Assistance Programme (METAP);
- encourage bilateral activities and projects between the Euro-Mediterranean countries, which support the SMAP objectives;
- encourage, strengthen and facilitate the involvement of a wide range of categories of civil society organisations in SMAP activities at national and regional level,
- increase the visibility and raise awareness of SMAP;
- work collectively to make key SMAP policy information available in Arabic.

5. The Conference agrees that a further policy review of SMAP should be initiated by the Commission in four to five years time.

Environmental Integration within the Euro-Mediterranean Partnership

6. The Conference acknowledges that environmental considerations need to be better integrated into Euro-Mediterranean Partnership policies, programmes and projects at regional and national levels to promote sustainable development.

7. To this end, and in line with the Action Plan adopted at the 5th Conference of Euro-Mediterranean Foreign Ministers in Valencia, the Conference adopts the following framework for a Euro-Mediterranean Strategy for Environmental Integration.

7.1. Effective environmental integration is essential for sustainable development and requires strong commitment at both national and regional levels and involvement from all departments and levels of government, from Parliaments and from civil society including the private sector.

7.2. All those involved in the economic and social sectors covered by the co-operation programmes of the Partnership, and notably in the Euro-Mediterranean Free Trade Area and in the priority sectors for regional economic co-operation (water, industry, energy, transport and information society) are invited to establish and publicise their own strategies to implement environmental integration in order to achieve sustainable development in the context of their own work. They are further invited to provide initial reports thereon at the 7th Conference of Euro-Mediterranean Foreign Ministers.

7.3. The form and content of these strategies will be specific to each sector but it is suggested that they should contain the following common elements and be based on a four to five year timespan:

- An analysis of the impact of the sector and of Euro-Mediterranean Partnership co-operation on the environment paying particular regard to pressures, impacts and trends, as well as the consequences of environmental degradation on these sectors,
- Objectives and qualitative or quantitative targets on environmental integration, taking into account existing national targets,
- Actions to be taken through the Partnership on environmental integration and clear identification of those responsible for taking the action,
- Timetables for actions and indicators of performance on environmental integration, and
- Monitoring and review arrangements.

7.4. The Commission will provide examples of strategies adopted within the Community and others are invited to share their own experience.

7.5. The SMAP Correspondents will review progress on the implementation of the integration strategies during their annual meetings and will disseminate relevant material to assist the different sectors.

7.6. The Commission will bring progress on the sectoral integration strategies to the attention of the institutions of the individual Association Agreements.

8. The Conference invites Euro-Mediterranean Foreign Ministers to endorse the adopted framework and periodically review progress by the different sectors.
9. The Conference welcomes the work already done and encourages ongoing and future work in the region to evaluate the costs of environmental degradation undertaken in Mediterranean Countries with the support of the World Bank within METAP. The conclusions of these studies could provide valuable support for environmental integration.
10. The Conference stresses the need for mutual supportiveness between trade and environmental protection. It welcomes the endorsement of the Sustainability Impact Assessment of the Euro-Mediterranean Free Trade Area in the Action Plan adopted by the Valencia Ministerial Conference, and the agreement to launch the SIA by the end of 2002. Broad consultation of all stakeholders during the study and on the results will be essential. The Conference considers that the continuing work of the Mediterranean Commission on Sustainable Development on trade and environment can provide valuable inputs for those consultations.
11. Ministers pledge themselves to consider carefully the conclusions of the Sustainability Impact Assessment in order to promote the sustainability of the Euro-Mediterranean Free Trade Area through appropriate policies and operational measures.

Synergies with Other Organisations, Programmes and Donors

12. The Conference encourages Correspondents to use the possibilities offered by SMAP to facilitate the implementation of the commitments made by the Mediterranean countries in the context of related Conventions and Environmental Programmes. To this end, further co-operation of SMAP Correspondents with the national Focal Points of these Conventions/Environmental Programmes is of great importance.
13. The Conference acknowledges that ownership of their development strategies by the Mediterranean Partners is the key to successful and sustainable development and that donor support is best co-ordinated on the ground through dialogue led by the partner country. Environmental integration in all sectors and the co-ordination of environmental support, particularly for capacity building and institutional strengthening needs to be an important part of country level dialogue. If kept up to date, the country profiles produced as part of the SMAP review can be a useful mainstreaming tool.
14. The Conference attaches particular importance to strengthening ties between the Partnership and the Mediterranean Action Plan including the Mediterranean Commission for Sustainable Development. To this end it:
 - Welcomes the intention of the Commission and the MAP Co-ordinating Unit to hold regular dialogues on policy development, on the progress and results of programmes and projects and on possible areas of co-operation in order

to promote co-ordination, coherence and complementarity in their assistance to the region,

- Takes note of the MAP 'Report on its experience in promoting integration of environmental concerns into sustainable development' as well as its 'Orientation paper identifying goals and capacities and improving cooperation and synergies'. As a consequence of these reports, the Commission and the MAP Coordinating Unit are invited to pursue further work on synergies.
- Calls on the Euro-Mediterranean Committee to invite the MAP Co-ordinating Unit to make occasional presentations to the Committee, in particular following Conferences of the Parties, on the implications of MAP's work and of the decisions and recommendations of the Contracting Parties to the *Barcelona Convention* for the progress of the Partnership,
- Invites the Commission to update the Contracting Parties of the *Barcelona Convention* regularly on progress in the EMP,
- Urges the further involvement of the MAP Regional Activity Centres in relevant capacity building efforts under the Partnership,
- Invites MAP to contribute fully to the Euro-Mediterranean Strategy for Environmental Integration,
- Invites the Commission and the MAP Co-ordinating Unit to explore ways and means of using the Euro-Mediterranean Partnership to encourage those of the 12 Partners who so wish, to implement the instruments and recommendations of the *Barcelona Convention*.

15. The Conference acknowledges that METAP work has served SMAP objectives and that METAP Partners have always sought complementarity and synergies. The Conference invites METAP and other possible donors to build on their comparative advantages and assist the Mediterranean Partners in implementing the SMAP and MAP objectives and in developing and using tools for environmental integration.

16. The Conference notes with interest that some global Conventions have specific Programmes for the Mediterranean, such as MEDWET - the Programme on Mediterranean Wetlands of the Ramsar Convention - while others, such as the UN Convention to Combat Desertification have several regional Annexes involving Mediterranean states. The Conference calls for closer co-operation at the regional level between Secretariats of such Conventions and Programmes and the European Commission. Convention Secretariats could also be invited to make presentations to the SMAP Correspondents Meetings on an *ad hoc* basis. Close operational co-operation is also needed at national level.

17. The Conference notes that many of the Mediterranean countries are severely affected by dryland degradation and large areas suffer serious soil erosion. This

often leads to unsustainable natural resource use, particularly affecting the poorest in society. In this context the Conference welcomes the wide-ranging consultations undertaken in many Partner countries to prepare National Action Programmes under the UN Convention to Combat Desertification. These Programmes can be a useful vehicle for improving synergies amongst efforts to combat desertification.

18. The Conference notes that many parallels can be drawn between regions with semi-enclosed seas with sensitive ecological systems such as the Baltic Sea, the Mediterranean and the Black Sea. Therefore, the Conference reiterates the importance of the Helsinki Declaration proposal to exchange experiences on regional environmental cooperation and continue dissemination of know-how and expertise, with the aim of deepening and expanding mutual understanding.
19. The Conference joins the international community in welcoming the New Partnership for the Development of Africa (NEPAD) and expresses a particular interest with regard to its environmental implementation.

Climate Change

20. The Conference greatly welcomes the outcome of the 7th Conference of the Parties of the UN Framework Convention on Climate Change held in Marrakech in November 2001 which made possible the early ratification of the Kyoto Protocol by the EU, its Member States as well as some non-EU Mediterranean countries. The Conference calls upon those Euro-Mediterranean partners who have not yet done so to finalise their ratification procedures and hopes that the conditions for the entry into force of the Kyoto Protocol will be met before the World Summit on Sustainable Development.
21. The Conference also welcomes the Ministerial Declaration adopted in Marrakech which puts particular emphasis on the need to maximise synergies between the UNFCCC, the UN Convention to Combat Desertification and the Convention on Biological Diversity.
22. The Conference notes that the Mediterranean region is likely to be particularly adversely affected by climate change as well as the resultant sea level rise and welcomes the intention of the Commission to explore the possibilities for co-operation in the field of research. The Conference also welcomes the Commission's intention to explore further ways of taking appropriate account of climate change related issues in Euro-Mediterranean activities. Some eligible activities can usefully contribute to the reduction of greenhouse gases and to adaptation to the adverse effects of climate change.
23. The Conference considers that dialogue amongst the 27 Partners on the implementation of the UNFCCC and the Kyoto Protocol would be useful. This could address capacity building needs and priorities of Mediterranean countries and exchange views on the Clean Development Mechanism (CDM) under the Kyoto Protocol

which is expected to be a vehicle for the transfer of environmentally sound technologies in the Mediterranean area. Such dialogue could also take place both in *ad hoc* regional meetings and in the context of the Association Agreements.

Sustainable Development Strategy in the Mediterranean

24. The Conference considers that the appropriate context to deal with a regional sustainable development strategy in the Mediterranean is the *Barcelona Convention*/MAP context; this is the context that addresses the Mediterranean as an ecoregion and it has the mandate to promote sustainable development after the amendment of the Convention and the establishment of the MCSD in 1995. Related work within the EMP must be seen as an input to the sustainable development objective of the region.

25. The Conference welcomes the work recently launched within the Mediterranean Commission for Sustainable Development, which brings together governments, regional and local authorities and civil society representatives. This work aims at completing a Mediterranean Strategy for Sustainable Development by 2004 for adoption by the 14th Conference of the Parties of the *Barcelona Convention*. The Conference welcomes the Blue Plan/MAP's intention to prepare a Report on Environment and Development in the Mediterranean as an input to this Strategy with the technical support of the EEA.

26. The Conference considers that environmental integration within the Euro-Mediterranean Partnership and mutual supportiveness between environment and trade policies in implementing the Euro-Mediterranean Free Trade Area will be major contributions to the implementation of the Mediterranean Strategy for Sustainable Development.

Towards the World Summit on Sustainable Development

27. The Conference notes with satisfaction that Euro-Mediterranean Partners have played an active role in the preparations of the WSSD to be held in Johannesburg from 26 August to 4 September. It pledges continued efforts to work for a successful outcome and to ensure that the Summit takes place at the highest possible level thereby enhancing its impact.

28. The Conference stresses that the Mediterranean is a globally important eco-region and a test bed for new approaches to partnership and sustainable development. As such it has much to offer to the Summit and a special responsibility to implement the agreed results. Ministers are resolved to use the Euro-Mediterranean Partnership to promote implementation of the outcome of WSSD and to monitor progress inter alia in the work of the Association Agreements, taking into account the need to integrate the economic, social and environmental dimensions of sustainable development and move towards more sustainable consumption and production patterns.

29. The Conference underlines that sustainable development in the Mediterranean region requires concrete action on the major themes of the WSSD, including:
- promoting sustainable integrated water resources management and water-efficiency plans to preserve scarce water resources in the region,
 - promoting access to energy services, renewable energy and energy conservation and efficiency,
 - promoting sustainable urban management in coastal areas, including through Local Agendas 21,
 - halting and reversing the decline of biodiversity in the Mediterranean region,
 - addressing the causes of desertification and soil degradation in order to maintain and restore land.
30. In this context the Conference welcomes and fully supports the Mediterranean Declaration for the Johannesburg Summit adopted by the 12th Conference of the Parties of the *Barcelona Convention*.
31. The Conference welcomes the initiatives taken by Mediterranean civil society to prepare for the Summit including organising an event in Johannesburg on water, which is a key priority for both the Mediterranean region and the Summit, as well as an event presenting the Mediterranean region itself as a good example of regional partnership and governance.
32. The Conference encourages the Euro-Mediterranean governments to include civil society representatives in their delegations for WSSD.
33. The Conference decides to transmit this Declaration to the WSSD for information and as a contribution to partnership building at the regional level.

ANNEX 5



MEDITERRANEAN DECLARATION FOR THE JOHANNESBURG SUMMIT

The Contracting Parties to the Barcelona Convention, meeting in Monaco from 14 to 17 November 2001 in the framework of the Mediterranean Action Plan,

Considering the Draft Declaration prepared by the Members of the Mediterranean Commission on Sustainable Development, meeting in Tunis from 14 to 17 November 2000,

Having examined the progress towards sustainable development at the regional level, in the light of the three pillars of sustainable development - economic, social and environmental - and the need for an integrated approach,

Recognizing that good governance, based on democratic processes, respect for human rights, especially of women and children, the promotion of justice and international law, the eradication of poverty and empowerment of concerned people, and the establishment of peace and security, based on international legitimacy, is a prerequisite for sustainable development,

Stressing the importance and unique nature of the Mediterranean as an eco-region and an arena for solidarity, as well as its vocation for bringing different cultures closer to each other,

Also stressing the need to promote sustainable development strategies for eco-regions such as the Mediterranean, as well as associated regional commissions,

Recognizing the contribution of the Mediterranean Commission on Sustainable Development's activities and recommendations to the promotion of sustainable development,

Welcoming the increasing role and the active networking of the Mediterranean non-governmental organisations, the socio-economic groups, the local authorities, the scientific educational community and the media as actors and partners in sustainable development,

Stressing the impact of globalization and the intensification of economic, cultural and tourist exchanges, and the risks to which the natural and cultural heritage and the unique character of the Mediterranean are exposed,

Concerned by the pressures on the environment and biodiversity, the deterioration of forests and wetlands, desertification and land degradation the persistence of practices that are not sustainable in the long term, such as littoralization, the excessive exploitation of vulnerable natural resources, and particularly of water, the concentration of tourist activities, the increased production of solid domestic and

industrial waste, the growing consumption of fossil fuels, contributing to the greenhouse effect, and related natural and technological risks, as well as the spread of non-sustainable production and consumption patterns,

Concerned by the growing disparity between the human and financial resources available and the challenges to be faced,

Agree the following:

Social development

The widening income gap between countries of the North and South of the region and between rich and poor sectors of society within each country should be addressed. They affirm their commitment to achieve and surpass the 2015 targets for poverty reduction of the Millennium Summit, by designing and implementing appropriate regional and national gender equitable policies, strategies and programmes to address poverty effectively. This will include issues emerging from migration trends and economic transitions, which have created new forms of poverty.

Health protection and development and the wise use of healthcare resources are essential components for the sustainable development of the region.

The region needs to invest in capacity building and empowering its young population. Mediterranean countries are committed to review, reform and/or develop sound educational and appropriate information, communication and training strategies to develop the human capital needed to fuel sustainable development. Access by all people to general education should be secured, including education for environment and sustainability.

Management of natural resources and pollution combating

Actions at international, regional, national and local levels with collaboration between all the actors are needed in order to protect effectively the quality of this unique marine environment, to facilitate integrated management of coastal areas, to promote integrated management of water resources at watershed level, to sustain the precious biodiversity of the region and to combat desertification and land degradation efficiently.

Considering that the Mediterranean region attracts one third of international tourism, sustainable tourism respecting the environment and natural landscapes should be promoted.

Natural and technological risks should be systematically addressed, adopting prevention measures at all governance levels, ensuring safety for people and their property, as well as the natural environment and cultural heritage.

Clean and safe water, land productivity and food security should be addressed at regional and national levels by promoting sustainable agricultural practices and environmentally friendly consumption patterns.

The share of environmentally-sound renewable energy, particularly solar, wind and geothermal energy, in total primary energy production and use should be significantly increased, and energy efficiency technologies should be promoted. Policies for safe management and, where possible, elimination of industrial pollution and hazardous chemicals in the region should be promoted and implemented.

Monitoring networks, observatories and data collection systems should be efficiently linked for the purpose of analysing long-term trends and elaborating appropriate management policies.

Institutional and legal framework

Sustainable development requires that economic, social and environmental considerations be integrated into decision-making processes, planning procedures and law-making at all levels.

Institutional and legal frameworks must provide for public access to environmental information, participation in decision-making and access to justice. The implementation of the precautionary and the polluter pays principles and the principle of common and differentiated responsibility is essential in all relevant policies.

The Contracting Parties support efforts to strengthen global environmental governance and will contribute towards it in the Mediterranean region.

Increasing the effectiveness of the international legal framework foreseen at the Rio Conference requires countries to implement their commitments under the UNCCD, CBD and UNFCCC, as well as to ratify and implement the Rotterdam Convention, the Stockholm Convention, the Cartagena Protocol and the Kyoto Protocol. The progress made on the latter at COP 7 of the UNFCCC, hosted in Marrakech by a southern Mediterranean country, is a valuable contribution to sustainable development, to whose implementation the Mediterranean Action Plan should contribute.

The regional level is extremely important in promoting sustainable development. To this end, the Contracting Parties have renewed the Mediterranean Action Plan, revised the 1976 *Barcelona Convention* and its Protocols, adopted new Protocols and agreed on a reporting mechanism to monitor progress in implementing their commitments. The Mediterranean Commission on Sustainable Development is proving to be a valuable instrument for promoting partnership with major groups, notably through its working groups on water, tourism, and industry. The Parties are also seeking to strengthen ties between the Euro-Mediterranean Partnership and the Mediterranean Action Plan.

Governance, decentralization and participation

The role of Mediterranean regional, national and local levels of governance and participatory decision-making structures should be strengthened.

Countries should facilitate the implementation of recommendations and action plans deriving from local Agendas 21, establishing appropriate institutional frameworks by providing or facilitating access to adequate means by local authorities.

All countries and major groups of the region should develop and implement practicable and targeted Sustainability Strategies at various levels of governance, including Integrated Water Resources Management and Integrated Coastal Zone Management, in particular aiming at decreasing pressures on coastal areas.

Cooperation, partnership and financing

As globalization is a rapid, irreversible, powerful process, Mediterranean countries are determined to reap its benefits and address effectively any adverse side-effects on social cohesion, environmental quality and cultural identities in order to promote sustainable development, in particular in the framework of the Euro-Mediterranean Partnership, the forthcoming Free-Trade Area and the proposed enlargement of the European Union.

Scientific knowledge on achieving sustainable development and promoting eco-efficiency should be shared and the transfer of environmentally-sound technologies should be encouraged; Mediterranean regional centres have an important role to play in this regard.

Domestic resources, trade liberalization compatible with environmental protection and private financial flows, notably foreign direct investment, are fundamental in generating resources for sustainable development. National financing should be considerably increased while incentives for environmentally and socially responsible investments should be promoted and environmentally damaging subsidies should be gradually removed.

Multilateral and bilateral international or regional funding available under public development aid should be considerably increased and better adapted to the programmes for the protection of the environment and sustainable development in the Mediterranean.

The international community should strive to reach the accepted UN aid target of 0.7 per cent of GNP as soon as possible. The commitment of the European Union Heads of States and Governments, in June 2001, to make concrete progress towards reaching this target before the Johannesburg Summit is welcomed.

New and additional resources of funding and innovative financial mechanisms respecting sustainable development principles, such as debt for nature and sustainable development swaps, as well as the Clean Development Mechanisms in the Kyoto Protocol, should be promoted.

These initiatives constitute innovative mechanisms of solidarity for real and effective Mediterranean partnership.

To this end, the Contracting Parties decide to:

- draw up or revise their own sustainable development strategies in the light of the results of the Johannesburg Summit and the agreements reached above;

- elaborate policies for regional development, including an efficient management of natural capital;
- implement appropriate institutional, fiscal and legal reforms to promote the objectives of the Mediterranean Action Plan as renewed in 1995, with due attention to socio-economic considerations particularly in eastern and southern Mediterranean countries;
- promote the work of the Mediterranean Commission on Sustainable Development and its contribution to the promotion of sustainable development in the Mediterranean region in the framework of the *Barcelona Convention*, and take the necessary measures to implement its recommendations and proposals for action;
- promote the establishment of information, monitoring and evaluation systems on the State of the Environment and sustainable development at regional, national and local levels;

and Invite:

The Mediterranean Governments to increase the resources devoted to meet these commitments;

The international organizations and the European Community to improve allocated resources, increase synergies and mutual support between their programmes of intervention in the Mediterranean, so as to meet more effectively the needs of the region;

The United Nations to consider the needs and resources of eco-regions, such as the Mediterranean, when addressing sustainable development issues.

ANNEX 6

MEDITERRANEAN NGO DECLARATION FOR JOHANNESBURG

Nice, 12/1/02

Non-governmental organisations active in the Mediterranean region met in Nice on the 11 and 12 January 2002 to agree on a first regional input to the preparations for the Johannesburg World Summit on Sustainable Development. The Mediterranean is a region with a long history of cultural exchange and cooperation, but, on the other hand, currently, large groups of people in the region are threatened by conflicts, insecurity, social exclusion and violation of human rights and of fundamental freedoms.

Sustainable development in the Mediterranean can be seen as a major contribution to make this region, with its clear ecological and cultural identity but with enormous differences in prosperity and perspectives, into a good example of the coexistence of different peoples and cultures sharing common resources and a common future.

PROGRESS SINCE RIO

The Mediterranean region gathering 22 countries at the crossroads of Africa, Europe and West Asia has, in the last 10 years, made progress in the implementation of Agenda 21:

- Civil society has become stronger and more involved. Several sub-regional and local authorities have started local agenda processes. Regional cooperation in different ways, including science and capacity building, has improved.
- marine pollution has been stabilized and sometimes reduced,
- innovative institutional tools have been implemented in the Region: the Mediterranean Action Plan, started in 1975, has been renovated and the Mediterranean Commission for Sustainable Development (MCSDD), unique in the world has been created.
- Progress can be recognized on access to drinking water, water-treatment, in nutrition and the state of public health

However some shortcomings exist:

- Income gaps, between countries and inside countries, have widened
- The pressures on spaces and resources are increasing (coastal zones, water, soils),
- Urbanization and consumption patterns are largely uncontrolled and the use of renewable energies is still marginal. These shortcomings undermine the progress made in recent years on, for example, public health.
- The Euro-Mediterranean Partnership, which is supposed to promote mutual development in a region of 700 million inhabitants, is so far still too focussed exclusively on security, traditional economic development and free-trade.

- Failure to fulfill the Rio commitments has exacerbated the socio-economic crisis, increased vulnerability and made democracy more fragile.

MEDITERRANEAN VIEWPOINTS FOR THE JOHANNESBURG SUMMIT

GOOD GOVERNANCE ESSENTIAL AT ALL LEVELS

Achieving sustainable development requires democracy and good governance at all levels.

- Principle 10 of the Rio Declaration, providing for public access to information, participation in decision making and access to justice in environmental matters, needs to be fully implemented in all countries. This starts with openness and transparency from authorities and business towards civil society.
- Good governance also means adequate implementation of environmental and social law, the eradication of corruption in government, the public and private sectors and decisive action against environmental and social crime.
- All countries should set up effective National Commissions for Sustainable Development and strengthen the roles and capacities of local and sub-regional authorities to formulate and implement sustainable development.
- Regional organisations can dramatically increase their effectiveness if they follow a participatory model. The Mediterranean Commission on Sustainable Development is so far the only body following this principle in our region. We call upon all multilateral bodies, in particular the UN and EU, to promote regional cooperation with a clear role and participation for civil society.
- On the global level, the institutional framework is fragmented. We call for reform and strengthening of UNEP and coordinated implementation of all Multilateral Environmental Agreements. We welcome the initiative for UNEP to establish a civil society participatory process. The Global Environmental Civil Society Forum could serve as a model for other UN bodies.
- Developing countries must have equal rights and facilities in the decision making of International Financial Institutions.

ERADICATION OF POVERTY

The fight against poverty must be at the center of sustainable development policies, which requires top-level political consensus.

- Aid policies and policies for implementing Agenda 21, must include special programmes for eradicating poverty and these must take account of the economic, social and political causes of poverty.
- The link between environmental damage and the rise in poverty must be recognised, and measures and programmes combining the fight against poverty and the sustainable management of natural resources must be encouraged.
- Programmes combatting poverty must closely involve civil society and the private sector. Access for young people to decent and productive employment must be a priority.

- Objectives for eradicating poverty must be quantified and demanding and an international observance system must be set up in order to evaluate progress made in the fight against poverty.

FAIR TRADE

The Mediterranean region is an example of unequal trade relations that benefit the developed countries and leave developing countries behind.

We strongly support two important measures UN Secretary General Kofi Anan proposes for the Johannesburg Summit, as they are very relevant in particular to the Mediterranean region:

- "Removing trade-distorting subsidies and improving access of products and services of developing countries to the markets of developed countries, in particular in sectors in which developing countries have competitive advantage, such as the agricultural and textile sectors.
- Assisting developing countries, in particular LDC's, in their efforts to fully integrate into the world trade system and participate effectively in multilateral trade negotiations." Such assistance is equally necessary for developing countries in the Mediterranean region.
- Global as well as regional trade agreements should focus on strengthening local economies (SMEs), establishing fair trade with equity and benefit-sharing, promoting sustainable production and consumption patterns and fighting poverty. This also means that the current overwhelming influence of multinational corporations needs to be addressed.

We call for the WSSD to recognize the need for a convention on Corporate Accountability. The WTO has failed to establish an international framework for fair trade. In consequence, the WTO has to be reformed to ensure the full participation of developing countries and civil society actors, as well as to allow for full southern access to markets in industrialized countries.

MOBILIZING FINANCIAL RESOURCES AT ALL LEVELS FOR SUSTAINABLE DEVELOPMENT

- All countries should be able to mobilize sufficient and stable public and domestic resources at the national and local levels for sustainable development, taking into account that in the longer term these will prove to be very beneficial investments.
- Specific funds are required to finance local Agenda 21 activities as well as micro-credits for the private sector and local communities.
- Cooperation between local authorities and public-private partnership should be developed.

Given the massive differences in economic prosperity between countries, committed substantial support from developed to developing countries remains necessary:

- Official Development Aid should finally reach, at least, the 0,7% GDP UN target. The use of ODA must be improved by transparent and participatory priority formulation and impact assessments, in relevant cases on a multi-lateral level, as well as capacity building for the beneficiaries.
- Debt swaps for sustainable development activities should be encouraged.
- In the process of compensating for loss of public income by the abolition of customs duties (a result of market liberalisation) fiscal measures that promote the polluter pays principle, including the abolition of environmentally perverse subsidies and the introduction of innovative environmentally positive taxation should be introduced.
- The introduction of international taxes to increase financial resources for sustainable development in developing countries has to be considered.
- Credit facilities for long-term investments in favour of sustainable development need setting up.
- Financial support should be secured to allow the implementation of the Convention to Combat Desertification and Drought, and more generally of the whole set of the International Conventions with impact in favor of sustainable development.

ACHIEVING SUSTAINABLE CONSUMPTION AND PRODUCTION PATTERNS

Economic growth must be radically de-coupled from environmental degradation, a step that involves developing comprehensive policy frameworks on sustainable production and consumption. This must be based on:

- equal access for all peoples to natural resources, while respecting the limited carrying capacity of nature;
- maintaining and improving the quality of biodiversity; and the right of people for a clean and healthy environment;
- the implementation of the precautionary principle is essential in all relevant policies;
- developed countries must acknowledge that their over-consumption of natural resources has created an ecological debt to the south;
- countries must promote sustainable agricultural practices and integrated water resource management at catchment area level, ensuring equitable access to the resource, while taking into account ecological needs.

EDUCATION

Awareness raising, education and the emergence of a culture of sustainable development is fundamental to achieving sustainable development. Capacity building and training for young people is essential. New and revised strategies and means of awareness raising, education, training, and communication are essential for the effective management of human resources and capacity building for the

underprivileged, in order to achieve sustainable development. As well as access to general education for all, environmental education should be systematically developed for all ages using formal and informal approaches. The same is true as regards vocational training for decision makers and administrators. A network structure of resources is essential, equipped with the necessary human, financial and technical means for implementing initiatives and encouraging international partnerships and exchanges for young people. The generation, enhancement, widespread diffusion, exchange and sharing of knowledge, experience and technology is an essential part of sustainable development.

TECHNOLOGY TRANSFER

- The generation, enhancement and exchange of scientific knowledge and know-how is necessary for achieving sustainable development.
- The efficient transfer of both traditional and modern, cleaner, ecoefficient and appropriate technologies between countries is necessary.

IN CONCLUSION

Efforts undertaken at an international level, and properly carried forward by nations, civil society, the private sector and local authorities, must be supported by the major regions of the world, and particularly by "ecoregions" such as the Mediterranean, standing as it does at the crossroads of Africa, Europe and West Asia. The implementation of sustainable development can be a powerful leading vector in the future of this region, whose North/South fracture could be transformed into a reconciliation which could serve as an example for the rest of the world.

Mediterranean NGOs support the idea of a "Global Deal" involving clear commitments and concrete actions leading to poverty eradication, sustainable production and consumption patterns as well as improvement of governance and democratic processes at all levels.

The global deal should involve multi-stakeholder initiatives to help meet agreed international targets. It should lead to a type of globalisation which is equitable, inclusive and which contributes to sustainable development.

