



联合国



## 防治荒漠化公约

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缔约方会议  
第四届会议  
2000年12月11日至22日，波恩  
临时议程项目7 (a)和(b)<sup>1</sup>

### 《公约》的实施情况

- (a) 审查除非洲以外的各区域受影响国家缔约方的实施情况报告，包括关于参与进程的报告和关于在拟订和实施国家行动方案过程中取得的经验和成果的报告
- (b) 审查在制订和执行除非洲以外的各区域的次区域和区域行动方案中取得的进展

#### 增 编

第一部分：北地中海沿岸受影响缔约国和其他受影响缔约国的报告所载资料综述

第二部分：北地中海区域一级执行《公约》附件方面取得的进展

#### 秘书处的说明

本报告分两部分。第一部分是北地中海沿岸受影响缔约国和其他受影响缔约国的报告所载资料综述。第二部分是北地中海区域一级执行《公约》附件方面取得的进展。本文附件是附件四所列缔约国关于执行《公约》情况的区域报告。

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<sup>1</sup> ICCD/COP(4)/1

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## 第一部分：北地中海沿岸受影响缔约国和其他受影响缔约国的报告所载资料综述

### 一、导言

1. 缔约方会议在其关于提交国家信息通报和审查《公约》执行情况的第11/COP.1号决定中：

- (a) 请受影响缔约国说明为执行《公约》第5条而拟订的战略并就该战略的执行情况提供一切有关资料；
- (b) 请按照《公约》第9至15条执行了行动方案的受影响缔约国详细说明这些方案的内容及其执行情况。第11/COP.1号决定规定，为了方便审查，报告应尽可能简练；
- (c) 请上述缔约国以缔约方会议正式语文之一编写报告，并在预定审查报告的缔约方会议召开之前至少提前六个月提交给常设秘书处；
- (d) 请常设秘书处汇集这些报告的提要，并编写这些报告的综述，查明在执行《公约》方面的趋势。

2. 在其第5/COP.2号决定中，缔约方会议重申其第11/COP.1号决定，并在附件里提供了ICCD/COP(3)/INF.3号文件，这是关于遵照《公约》提交国家报告的指南。

3. 在关于工作计划的第4/COP.3号决定第1段(a)(1)中，缔约方会议决定在其第四届会议以及视必要在第五届会议的议程上列出如下项目：审查除非洲以外的各区域受影响国家缔约方的实施情况报告，包括关于参与进程报告和关于在拟订和实施国家行动方案过程中取得的经验和成果的报告。

## 二、北地中海沿岸受影响缔约国

### A. 收到的国家报告

4. 秘书处向北地中海沿岸受影响缔约国发出了第一封催促信，催促它们提交关于《公约》执行情况的国家报告(西班牙、希腊、意大利、马耳他、葡萄牙、土耳其)。在这一封日期为2000年2月1日的信件中，秘书处请这些国家在2000年4月25日之前提交报告，即缔约方会议第四届会议第一个预定召开日期之前六个月。截至2000年5月25日，收到了下列国家报告：西班牙、希腊、意大利(摘要)、葡萄牙和土耳其。下一章是这些报告所载资料的综述。这些报告的内容提要载于ICCD/COP(4)/3/Add.3(A)号文件。另外在荒漠化公约秘书处的因特网网址上也可查阅这些报告的全文，网址是[www.unc](http://www.unc)

cd.int。需要指出的是，上述国家所提交的并在本报告里予以综述的报告涉及每一个国家为执行《公约》而进行的国家活动。

5.

这些报告按照经第5/COP.2号决定确认的第11/COP.1号决定，遵守了秘书处关于编写报告的建议。这些建议详细载于ICCD/COP(3)/INF.3号文件，它为提交国家报告提供了指导。某些国家为编写本国的报告而对这些指导意见做了变通。所有报告都有内容提要。

## B. 国家报告所载资料综述

6.

这些报告大致清楚地说明了每个国家执行《公约》方面的总体进展情况。这些报告一般限于介绍各自的内部政治和行政组织，以及不同政府部门的责任归属。这些报告还说明为协调跨部门的活动例如协调环境方面的活动与执行《防治荒漠化公约》方面的活动而作的努力。报告简要介绍了这些国家在哪些方面受到影响，提供了技术和地理方面的资料。报告还叙述了在环境和自然资源等领域所采取的各种不同行动，这些行动一般是在许多年以前和在《公约》问世之前开始的。

7.

这些报告还介绍了这些国家由于加入欧洲联盟而承担的国际义务，例如西班牙、希腊、意大利和葡萄牙。报告介绍了按照1995年“蓝色计划”和巴塞罗纳会议在地中海区域内采取的加强团结的努力。它们都强调了为拟订一项区域行动方案而采取的一切行动。另外它们还强调，必须加强国际科学合作并加强交流活动，不论是在《公约》框架内，还是在原先已有的其他框架内。

### (一) 在可持续发展计划和/或政策框架内确定的战略和优先事项

8.

收到的报告还阐述了各国政治当局在下列方面采取的各种国家行动：促进可持续发展，促进环境保护，更一般地说，促进国家规划，以及公共干预计划。这些措施分为好几种：有的是政府部一级、或司一级或其他公共机构采取的措施；有的是部委之间的协调机制；有的是跨部门工作组。报告尤其强调了环境部的作用，有的报告还详细介绍了某些部的技术司所作的贡献。报告还提到缔约国加入与环境有关的其他公约的情况。

9.

报告叙述了在上述框架内通过的国家战略。这些战略一般讲是国家级机构通过的战略。西班牙和希腊分别在其报告中叙述了可持续发展战略以及国土规划方案，提供了这些方案的地方一级和国家一级的情况。这些计划涉及到防治荒漠化的斗争。土耳其详细介绍了拟订国家环境行动计划的各个阶段，该计划也是该国第八个经济和社会发展五年计划的一部分，国家五年计划将和国家行动计划一同宣布。西班牙、希腊、葡萄

牙和土耳其提交了各种优先方案，这些方案是在这些国家制定的关于森林管理和防治火灾、保护河谷盆地和防治土壤流失、发电以及管理水资源等战略的框架内制定的。从这些报告可以看出，这些优先方案引出了主管部门所负责的项目。对这些项目的情况介绍得不多。意大利在论述其环境政策时，提到了不同的部门如工业、农业、城市化与旅游业之间存在的关系。西班牙提到在1977年内罗毕防治荒漠化会议之后于1981年实施的LUCDEME方案，以及已经正在实施的八个部门计划。

## (二) 为执行《公约》而在体制方面采取的措施

### 10.

报告讲述了有关国家如何专门为执行《公约》而建立了协调机制。所有国家都建立了协调机构。然而需要强调的是，所有报告都说这种机构不是一个法律实体，而是一个“协调机制”。这一机制由一个全国委员会(有的国家称为指导委员会)和一个专门指定的国家联络点组成，国家联络点的职责在各国之间也互不相同，但都起着协调员的作用。另外葡萄牙建立了五个地区联络点。在大多数国家，这些委员会是由专业政府部门设立的，例如环境部和农业部，有时由部长会议主席(例如意大利)正式宣布。在通过了国家行动方案之后，葡萄牙解散了协调机制，创立了全国协调委员会，专门负责实施国家行动方案，还设立了一个全国荒漠化观测站。西班牙计划设立一个全国委员会，以实施国家行动方案。

### 11.

负责这些协调机制的部门有的是农业部(希腊、葡萄牙)、有的是环境部(西班牙、意大利、土耳其)。所有报告都提到了全国委员会的人员组成，参加委员会的有技术部门的代表以及外交部和科学事务部的代表，这些人士有的是由于个人的名望而参加，有的代表着负责研究的政府部门。因此这些机制是真正的跨部门机制。参加这些委员会的人数各国互不相同，在西班牙是7人，在葡萄牙是30人。在西班牙，协调委员会虽然人数有限，但它得到了一个很大的全国委员会的支持。在葡萄牙，为拟订国家行动方案而建立的协调机制得到了一个科学委员会的支持，在国家行动方案获得通过之后，该科学委员会已解散。在国家联络点的协调下，还建立了国家以及地方一级的工作组或小组委员会，与这些机制一道工作。

### 12.

有关的技术部门总是那些负责环境和农业的部门，更具体说，是负责农村发展、森林以及水资源管理的部门；另外负责公共工程的部门也派人参加协调机制。在希腊，参加协调机制的有国家经济部的代表，在西班牙，有经济部的代表，在意大利有财政部的代表，在葡萄牙有财政部的代表，在土耳其，有国家气象总局局长。非政府组织和地方团体往往也有人参加。只有葡萄牙提到在地方委员会里有工商界人士和农民团体代表参加。

### 13.

报告简要介绍了协调机制的作用。这些作用可以概括如下：协调与《公约》有关的信息和通报工作，向公众宣传防治荒漠化工作，参与关于荒漠化问题的综合文件的编写

；提出以国家行动方案和防治荒漠化项目有关的建议；协调并追踪国家方案和地方方案的执行；促进区域合作以及与欧洲联盟和有关国际组织之间的合作；促进与荒漠化、干旱和土地退化有关的任何问题的研究。然而需要指出的是，报告对于这些机制的运作情况介绍很少(工作方法、开会次数、行动日程等)。

14.

报告很少提到这些协调机制为开展工作和资助有关活动而可以使用的物力和财力以及开会情况、工作组、宣传用的文件以及通信渠道等。希腊的报告指出，该国于1999年在预算中拨出了12万美元，供协调机构使用，并希望在2000年能够拨出更多的钱。

15.

关于对《公约》的宣传介绍，从报告中可以看出，各国都将《公约》的基本文件以及与环境及《二十一世纪行动议程》有关的那些文件都翻译成了本国文字。各国联络点负责分发这些文件，但对于分发情况提供的资料很少。土耳其、意大利和希腊提到专门为《公约》开设了一个因特网网站，西班牙宣布该国也准备这样做。

### (三) 为拟订和执行行动方案而开展的参与过程

16.

报告通常较详细地介绍了已经实施或正在实施的参与过程的原则和目标。然而大部分国家没有详细介绍参与过程的运作情况以及工作方法。西班牙、希腊和土耳其解释说，这些过程依靠了一些部门工作组，其作用是双重性的：一方面这些工作组需要促进对《公约》的介绍和宣传，另一方面它们须接受关于荒漠化的数据以及不同的社区所表达的意见。报告里提到的这些社区主要是地方政府(市政府、省政府和区政府)、地方农民专业团体以及保护环境协会等。希腊和葡萄牙指出，这些参与过程的运作并不总是容易的，原因主要是这一过程十分新颖，居民缺乏积极性，另外各个团体之间沟通也有困难。意大利在各个地区组织了一系列的国家宣传研讨会。葡萄牙简要介绍了参与过程的规模，参加公众活动的人数有2,200人、26个公共机构和七个私人机构。

### (四)

为了制订和实施国家行动方案和与发达国家缔约方及其他有关实体缔结伙伴协定而进行的协商程序

17.

在所收到的报告中提到的行动提及一方面编制一个区域行动方案，另一方面，有必要在科学研究和数据和方法的国际交流方面加强现有的伙伴关系。

18.

此外，西班牙、希腊、意大利和葡萄牙的报告中提到这些国家是欧洲联盟的成员，因而它们的伙伴关系受到了限制。事实上，这些国家受到《罗马条约》(1957年)和《马斯特里赫特条约》(1992年)的约束。这些报告中指出，可持续发展是欧洲联盟成员国所追求的目标之一，通过一项共同体政策和各国在环境方面的政策以及每一个成员国的相关法律和规则来落实。1993年通过的共同体在环境领域里的第五个行动纲领，

就保护自然、保护水土和为了防治荒漠化分析环境的影响，设计了具体的行动。此外，这些报告中指出共同体的农业政策现在包含农业——环境的措施，有助于防治荒漠化，并因此可申请欧洲农业指导和保障基金。此外，欧洲区域发展基金支持在欧洲联盟所谓的不利地区的建设行动，这些地区大部分位于附件四的那一组国家中。最后，报告中也提到关心防治荒漠化的其他共同体方案，诸如第四和第五个研究方案框架以及MED-Campus和MEDALUS等方案。

#### (五)

在国家行动方案范围内采取或预备采取的措施，特别是为了改善经济气候、保护自然资源、改善体制组织、了解荒漠化现象和为了监测和评估干旱的影响所采取或预备采取的措施

#### 19.

这些报告显示所有国家都在从事解决国家行动方案这一问题。国家行动方案的情况每一个国家都不同：西班牙正在拟订其国家行动方案，第一份草案于1997年得到批准；其纲要于2000年6月得到批准；希腊的国家行动方案草案于1999年得到批准；意大利的国家行动方案于2000年2月被批准；葡萄牙的国家行动方案于1999年6月被批准；土耳其的国家行动方案正在1999年9月所批准的基础上加以制定。有两个国家行动方案已获得通过，现正在进入实行阶段——即意大利和葡萄牙的国家行动方案——三个其他方案还在制订阶段(西班牙、希腊和土耳其)。报告中对于国家行动方案的方法及其制订的阶段没有详细的解释。

#### 20.

这些报告简要地介绍了在国家行动方案的框架内提出的各种战略，其中有两项得到采取。这些战略规定了若干不同的一般性措施；下面是其摘要：

- (a) 主要关于界定受到荒漠化影响的地区的一般性措施；对居住在这些地区的公众进行宣传和提高意识活动；制订关于在干旱期遭遇到的问题的汇编；审查过去的经验；建立监督和警报系统，一般是根据遥测技术、气象台的测量网络，及为此特别设立的测量站(特别是在西班牙)。葡萄牙也设立了一个全国荒漠化监测中心。
- (b) 应在已有的有关政府部门的方案中纳入制定方案和计划的措施。这些措施是关于根据土地的易受损害情况规划土地的使用，以及将在国家行动方案的范围内采取的后续行动的方法；
- (c) 为了加强本国科学研究和国际科学合作以及加强交流而预备采取的措施；

#### 21.

一般来说国家行动方案的优先主题都已在报告中指出，但没有附带精确的项目。这些主题是关于怎样改善和恢复受到最严重影响的区域，以及为了维持这些地区



内的居民而提供的援助，易受害地区的植林，保护森林免遭火灾，管理和保护集水区以及防治侵蚀作用；管理水资源和改善农耕做法。

22.

根据某些报告，不同的法律、体制和管制性措施与防治荒漠化有关。意大利正在起草一项法律，使国家行动方案正式化。希腊在1999年通过了一项关于持续发展的法律，其中包括防治荒漠化的努力；同样地，也就地籍作出了法律规定。在土耳其，正在拟订一项关于防治荒漠化措施的法律。这些报告也表达了国家缔约方很想为它们的国家行动方案获得一个真正的正式地位，办法是将其纳入关于管制规划的法律中，或是通过一项具体的法律。这些报告指出，协调机制在实现国家行动方案和将其正式化方面会碰到困难。

(六)

国家预算中用来支助执行《公约》的财政资源以及所收到的和所要求的财政支助和技术合作，并指出各种需求及其优先次序

23.

整体来说，这些报告对于拨给落实《公约》的财政资源没有详细叙述。但是，希腊的报告指出，为在国家行动方案下采取行动所需的资金来自国家预算，但其中一些将向欧洲联盟，特别是在农业指导和保障基金及欧洲区域发展基金框架内提出要求，或来自特别捐款。葡萄牙报道说，资金将来自对原来拨出的资源的重新调拨。土耳其预备设立一个防治荒漠化的特别基金。

(七) 审查为了衡量和评估所取得的进展而使用的基准和指标

24.

所有的报告都显示该区域的国家对各项指标和后续安排的关心。它们也强调多年来已存在一个本国的监测系统，只需要将其加强和统一。报告中指出，西班牙、希腊和土耳其依赖DPSIR指标系统(情况、压力和反应)，它是联合国的持续发展委员会协调的重要工作目标，这些工作也由许多受影响的国家缔约方接手进行。上述国家企图根据自己的情况改良适用并将其落实；但这些报告没有描述所取得的成果。葡萄牙使用界定荒漠化的传统指标。这些报告中很少提到执行《公约》的后续指标。

C. 地中海北部受影响国家缔约方的一般趋势

25.

所收到的国家报告允许对《公约》在有关国家的执行进程有一个全面的看法。这些国家都强调，特别是它们本身的协调机制，以及它们的国家行动方案的制订和实施。因而在上文第5段中提到，这些报告在整体上是遵照所建议的结构。这些报告很详细地描述了政治和行政组织，以及有关国家不同政府部门的职权。它们也描述了未来项目

的战略和目标，但没有详细地谈到工作方法和为了制订国家行动方案而所需的各个阶段。

26.

这些报告显示所有国家都设立了协调机构，这一机构包括了由一个国家委员会和一个联络中心组成的机制。这些机制负责传达所有关于《公约》的问题，在政府各部和其他涉及荒漠化的政府或私营机构之间进行协调，以及编制国家行动方案并负责其不同的拟订阶段，直到它获得通过。各个国家在国家行动方案方面的进度各有不同。这种协调以及给予国家行动方案一个正式地位的愿望似乎碰到了困难。整体来说，制订和实施国家行动方案的工作在每一个国家中都已很深入，但报告中却很少提到关于应在国家行动方案中实现的具体项目的细节，及关于为协调机制或现行防治荒漠化项目，及在《公约》之前在计划或方案范围内实现的项目提供的财政资源的细节。

27.

报告中阐述了国家缔约方对参与过程的想法，以及一些关于实施这一过程的资料。某些报告中强调这一个在所有行为者之间进行的新对话的困难性。报告中一方面显示了国家缔约方政治和行政组织的复杂性，另一方面协调诸如持续的农村发展、环境保护、自然资源的综合管理、规划和整治领土等跨部门性活动的困难。事实上，地中海北部的国家都是拥有相当古老的行政结构和技术服务的国家，要重新分配权限不是容易的事。基于防治荒漠化和持续性发展的本质是跨部门性和跨学科性的，因此各个联络中心和协调委员会有时候会碰到某些困难。

### 三、其它受影响缔约国

#### A. 收到的国家报告

28.

秘书处向其他受影响国家缔约方发了一封催复通知信：亚美尼亚、阿塞拜疆、格鲁吉亚、摩尔多瓦共和国和罗马尼亚。截至2000年5月25日，所有国家均提交了国家报告。本报告是在这些报告基础上编写的。国家报告摘要载于ICCD/COP(4)/3/Add.3(A)。秘书处没有收到第11/COP.1号决定第6段规定的联合通报。所有报告的全文可通过《联合国防治荒漠化公约》网址获取([www.unccd.int](http://www.unccd.int))。

29.

根据经第5/COP.2号决定再确认的第11/COP.1号决定和《帮助指南》(ICCD/COP(3)/INF.3)，国家报告采用标准格式。所有各方均遵守了《帮助指南》规定的报告不超过30页的限制。然而，就报告内容和形式特别是遵守《帮助指南》提出的篇章结构而言，各份报告因内容而异。

## B. 国家报告所载资料综述

30.

所有报告主要介绍实情，但有一些也提供至关重要的评价性分析。应该指出，本综述有可能没有反映出各份新单项报告的所有丰富内容和细节，因为综述的主要目的是阐述一些带有普遍意义的事实。

### (一) 可持续发展计划和/或政策框架内确立的战略和优先次序

31.

关于在社会和经济领域现有的与防治荒漠化有关的国家计划和战略，多数报告提供了相当充足的资料。它们确认，在多数情形中，可持续发展、环境保护和有效利用自然资源包括防治荒漠化等原则已经或正在酌情纳入政府的所有方案和政策。

32.

多数报告提到与社会经济发展有关的战略。阿塞拜疆称，该国已开始拟定可持续发展国家方案。格鲁吉亚报告了促进社会经济发展的指示性计划，它是确定该国短期发展战略的主要政策文件。这项非约束性计划每年由经济部制定，其中包括要在不同部门包括环境部门采取的行动。2000年指示性计划包括执行防止土地退化和提高土壤肥力的项目，它们是农业部门发展方案的一部分。摩尔多瓦共和国提到其“至2005年社会经济发展战略参考要点”，它是该国确定可持续发展的目标、优先次序和基本方向的主要文件，于1998年获得政府批准。该文件把生态要求纳入部门政策以及提高各级生态意识作为战略优先。罗马尼亚提到国家中期经济发展战略，其中除其他外载有与《公约》目标有关的主要国家战略和行动计划。

33.

所有报告还确认(各国)都具备国家环境战略和/或计划和方案，尽管它们形式不同，处于不同的拟定或执行阶段。有些国家已经拟定并通过了保护环境的国家战略和国家行动计划。其他国家缔约方仅拟定了国家环境行动计划。所有报告均提到，世界银行提供的支持和财务援助为编写这些保护环境的战略和计划发挥了重要作用。此外，报告表明，国家环境战略和/或计划和方案视防治荒漠化和其他形式的土地退化为主要优先任务之一。一系列部门政策或方案亦然。所有国家缔约方都把农业和林业选为与防治荒漠化、干旱和土地退化特别有关的部门。不止一份报告也提到水源管理、能源和社会问题(乡村发展、提高生活水准、人口)是国家政策需要考虑荒漠化和土地退化问题的部门。

34.

所有报告均认为，国家生物多样性政策以及气候变化项目在整个环境战略中起重要作用并与防治荒漠化有一定联系。没有任何报告提出在国家和地方一级执行三项公约的协同作用问题。据说，有关三项公约的磋商和协调进程尚未正式确定，且仅偶尔为之。亚美尼亚强调，需要避免可能的重复和在制定国家行动方案时避免行动重叠和不协调。

35.

有些报告认为，土地改革、私有化和权力下放是对防治荒漠化领域的国家战略有严重影响并与之有联系的战略。在这方面，报告强调，赋予地方政府和居民更多的自然资源管理权利并非始终意味着责任也得到承认和确认，这是不尽如人意的地方。报告认为，私有化以及农工业部门和土地租赁制度的改革引起一些有关合理使用土地和保护其肥力的问题。

## (二) 为执行《公约》采取的体制措施

36.

亚美尼亚、阿塞拜疆、格鲁吉亚和摩尔多瓦共和国报告说它们有关于荒漠化问题的国家协调机构。在亚美尼亚、阿塞拜疆和摩尔多瓦共和国，在加入(《公约》)后，与环境和自然资源有关的部/委被政府批准为国家协调机构。在格鲁吉亚，环境和自然资源保护部因所负有关政府法定机构的一般责任而成为国家协调机构。尽管如此，在指定国家协调机构方面有可能会发生一些变化，因为格鲁吉亚正考虑变通办法，将国家协调机构的职能由环境和自然资源保护部转移到计划以防治荒漠化国家协调委员会形式建立的部门机构。罗马尼亚尚未指定国家协调机构，但报告提到了设立控制荒漠化国家委员会的项目。该委员会将负责制定和更新防治荒漠化和缓解干旱后果的国家战略和项目，监测和预测受荒漠化影响地区的土壤和水状况、拟定新法律提案、筹措资金、开展提高意识运动，向人民宣传荒漠化问题和促进国际合作。

37.

《公约》国家联络点各国都有，但报告没有明确界定其职能。在许多情况中，它们是国家协调机构的高级官员(副部长或部门负责人)。在格鲁吉亚，现行国家联络点是早在批准《公约》之前指定的，并在批准进程中发挥了关键作用。

38.

在多数国家，国家协调机构成立了国家防治荒漠化多部门协调委员会。有关各部和国家部门的资深工作人员、学术界和非政府组织的参与体现了协调委员会跨部门和多学科的特点。协调委员会无财务自主权，通过国家协调机构由国家预算供资。格鲁吉亚也列举了支持国家协调机构的有关部、国家部门、研究机构和非政府组织。

39.

报告提到，各国正处于国家行动方案进程的各个阶段。亚美尼亚、阿塞拜疆和格鲁吉亚正拟定其国家行动方案。摩尔多瓦共和国报告说，政府于2000年1月通过了防治荒漠化国家行动方案。其执行期应为十年，主要优先任务是恢复受荒漠化进程影响地区的生态平衡。罗马尼亚正在制定防治荒漠化和干旱的战略。

40.

关于法律和规章框架，多数报告载有篇幅相当长的和详细的资料。报告指出国家缔约方在进行社会经济彻底改革进程的同时通过了新宪法和在包括环境保护在内各个领域通过了大量法律。然而，新立法的制定和适应并非总能跟上不断和迅速变革的步伐，有时这种变革可能阻碍新战略和政策的执行，包括保护环境的战略和政策。亚美尼亚

提到，1995年通过的新宪法保证保护环境以及自然资源的再生产和合理使用。该国还报告说，于1999年通过了新教育法，其中宣布培养生态观念是教育领域国家政策的原则之一。该法除其他外设想将荒漠化问题纳入一般教育方案。格鲁吉亚对法律框架内容表示了明确有力的看法。

41.

所有报告承认，国家行动方案进程应审查现有立法和体制框架并建议采取措施，通过目前立法或颁布新法律，确保国家缔约方具备一个协调和运转的法律和规章框架，适当和全面执行《公约》要求。有些报告指出，目前的环境立法不完全适应于新国际标准、条约和包括《防治荒漠化公约》在内的各项公约的要求。报告表示，使国家立法接近《公约》的行动必须纳入国家行动方案，例如编写法律草案、各种条例(准法律)和对有关荒漠化问题的现有立法的修正案以及拟定有关处理荒漠化问题的体制安排的项目草案。亚美尼亚列出了土地和其他自然资源利用领域的立法为需要改善的领域，尤其是朝着下列方向改善：加强现有执行措施和通过经济机制手段激励公民执行保护土地资源的义务行动。

### (三) 支持拟定和执行行动方案的参与性进程

42.

所有报告都提到，国家缔约方承认需要在一般战略内制定一些具体政策和措施，加强支持拟定和执行防治荒漠化行动方案的参与性进程。在这方面，多数报告强调，制定宣传政策和提高对防治荒漠化和土壤退化不同方面的认识的政策十分重要。报告介绍了大量有关的活动，从在国家和地方一级组织研讨会和讲习班到将《公约》文件翻译成当地语言、免费提供教育材料和在6月17日举行防治荒漠化世界日的活动。

43.

报告称，大众媒介在该进程中起关键作用。通过新闻发布会、简报和新闻稿，所有国家协调机构从信息方面提供便利，支持公众对环境关注发表意见。在这方面，广播和电视特别节目的重要性无论怎么强调几乎都不会过分。国家协调机构组织的关于荒漠化和土地退化大众媒介宣传运动引起当地居民作出积极反应，包括被视之为宝贵反馈意见的给报刊和电视/广播电台的群众来信。

44.

一向在环境保护领域非常积极的非政府组织将以不同方式为《公约》进程的展开作出重大贡献。例如，非政府组织代表被指定为所有防治荒漠化多部门协调委员会成员。他们与政府官员一起参与制定和执行国家行动方案。在阿塞拜疆，非政府组织在它们自己中间选出了一个非政府协调组织，指导所有非政府组织在防治荒漠化领域的工作并与国家协调机构永远保持联系。

45.

报告指出，民主化为参与性进程和提高意识活动带来了便利，是对拟定和执行行动方案的支持。亚美尼亚和摩尔多瓦共和国提到，新宪法保障国家的任何公民获得有关环

境的资料。下放权力进程导致在国家、区域和地方各级重新分配有关环境和自然资源的权利和义务，使地方一级受益。

46.

鉴于必须为防治荒漠化奠定教育、培训和科学基础，一个国家缔约方编写了由一般和专门教育制度带头设立环境保护包括土地保护的特别课程的提案，并已提交政府审议。

47.

不止一份报告承认，妇女、青年和学生非政府组织在《公约》进程中有特别作用。在阿塞拜疆，有关性别公平的国家行动计划载有防止荒漠化、土壤退化和不能持久利用土地资源的规定。格鲁吉亚的报告显示，事实证明青年环境组织的参与是有效的。

48.

有些报告提到要在非政府组织之间发展有效的国际合作，尤其是邻国跨界项目方面的合作。它们强调，要进一步加强非政府组织和当地行为者在《公约》进程中的作用就需要得到国际组织和捐助者的外部支持。

#### (四)

支持拟订和执行国家行动方案 and 与发达国家缔约方和其他有关实体达成的合作协议的协商进程

49.

作为最近加入《公约》的缔约方，这些缔约方提交的报告未就协商进程提供多少情况。其中许多国家仍在编制其国家行动方案。格鲁吉亚指出，外国合作方在保护生物多样性、土地资源管理、林业、农业等方面的活动表明，有可能今后将这些活动也扩大到与防治荒漠化有关领域中去。但是，在有关《联合国防治荒漠化公约》的问题的协商进程中，一些报告提到了开发署驻地办事处以及联合国环境规划署所发挥的积极作用。一些报告还提及了在区域项目方面开展的国际合作，如里海生态方案和欧洲区域干旱问题工作组。在一些现有的和计划的双边和多边项目的范围内，有可以建立与荒漠化问题的有效联系的巨大潜力。

#### (五)

根据国家行动方案采取或计划的措施，其中包括改善经济环境、保护自然资源、改进体制组织、增强对荒漠化的认识以及监测和评估干旱的影响的措施

50.

所有报告对这一问题都提供了比较大量的资料，但遵守《帮助指南》的程度以及就具体部分提供的资料差异极大。一些报告并未包括所有的部分。其他报告仅主要论述了已经提交审议的措施和活动，而不是已经制定或执行的那些措施和活动。

51.

在对以往的经验进行彻底分析时，大多数报告指出，在控制荒漠化和土地退化领域中

开展的转型前活动的相关评估和研究是在着手制定国家行动方案之前进行的。报告显示，以往活动所针对的目标通常十分狭隘；这些活动的执行被认为是一个单一政府部门的职责，为此，通常只是运用了管理手段。一些报告显示，即便产生了一些积极的影响，但由于未能得到地方的支持，也随着政府系统的根本性结构重组而发生的管理体制的变化而立刻消失。格鲁吉亚还强调指出，只有那些联合性的和综合性的努力才能推动一些措施达到其目标。所以，编制全国行动方案的一个重要部分将是鼓励受影响的国家地区的当地民众和政府参与。

52.

以往由科学机构开展的有关荒漠化的研究已经取得了令人感兴趣的结果，这些结果十分广泛，值得进行审议。此外，在十年中还收集了很多的地理、地质、气候学、水文学和其他方面的数据。但是需要对大多数这类数据需求进行重新安排，才能够在现代数据处理过程中加以运用。关于已设立的防治荒漠化的技术方案和职能性综合项目，大多数报告列出了一长串正在执行的主要的新行动以及计划将要发起的不同相关领域中的措施。

(六)

国家预算为支持执行提供的拨款以及收到和所需的资金援助和技术合作，查明并列出现需求

53.

有关这一问题的资料似乎寥寥无几，但一些国家提到了一些财务机制(生态税、国家基金等)。关于所采用的财务机制，格鲁吉亚指出，在地方一级对有害物质/排放/排泻、零售燃料和自然资源利用征收的“生态”税的收益应根据法律规定用于环境保护，其中包括用于防治荒漠化。但报告还指出，在实践中这一情况似乎从未发生，因为地方政府宁愿把这些收益转用于其他目的，诸如社会开支。据介绍，摩尔多瓦共和国国家行动方案的经费来源如下：经济行为者(占总费用的93%)、国家预算(2.7%)、国外捐款方和组织(3.6%)和预算外资金(0.7%)。

54.

其他报告则说，制定了一项防治荒漠化的国家基金的概念。这一概念规定这一基金将由中央政府、私营部门和捐款方合作筹资。基金的主要目的在于确保地方行为者参与执行防治荒漠化的方案。一些报告列有防治荒漠化和土壤退化的具体方案和项目的具体资金需求数额。阿塞拜疆报告说设立了一个保护环境的储备基金，由财政部和国家生态委员会进行管理。这一基金的资金来自对环境污染的生态罚款和付款。然而这一基金的资金十分有限。

(七) 审查用于衡量进展的基准和指标并对其进行评估

55.

大多数报告均指出，需要外国给予援助来建立和运用环境保护和荒漠化的监测和信息

系统。四份报告主要论述了荒漠化监测和信息系统的問題。阿塞拜疆已经完成了包括荒漠化和土地退化监测在内的一个统一生态监测制度的研讨工作。这一制度将取代迄今为止由五个不同的机构运用的五种不同的监测制度。

### C. 在其他受影响国家缔约方中出现的趋势

56.

不同的国家有着截然不同的情况，这就使归纳明确共同趋势的工作变得十分复杂。报告显示，大多数国家缔约方仍然处于执行《公约》的最初阶段。造成这一情况的部分原因是大多数提交报告的国家缔约方最近才批准《公约》，但更主要的原因是，这些国家自从巨大的社会经济变革进程开始以来一直面临着十分严重的经济、社会和政治问题。

57.

所有提交报告的国家缔约方均受到了荒漠化的影响，但严重程度则各有差异。同时，土地退化、荒漠化和时常发生的干旱对缔约方的经济造成的不利影响却十分严重。这种影响势必变得日益严重，已被认为是阻碍总体发展、尤其是农业在其经济中发挥重要作用的国家的总体发展的一个障碍。

58.

提交报告的国家缔约方的另一个具体特征是它们正在经历着一场巨大的社会经济变革，特别是前苏维埃社会主义共和国联盟的四个新独立共和国。对转型国家而言，十分典型的情况是，这种变革需要时间，而且会伴随着带来严重的和长期的经济困难，而在某些情况下，政治动荡又加剧了这种经济困难。同时，转型也为审查立法框架提供了一次机会。

59.

尽管社会经济问题持续存在，但报告表明了各缔约方对《公约》的承诺，以及它们为发展《联合国防治荒漠化公约》的进程而作出的积极努力。在一段相对较短的时间内，它们已在发起这一进程方面取得了显著的进展。土壤保持和防治土地退化和荒漠化已被列入新的国家环境保护政策和战略以及特别是针对农业、林业、水利管理、能源、运输和农村发展的部门性政策。

60.

在体制措施方面取得了进展。有关防治土地退化/荒漠化的国家协调机构，国家联络点和国家多部门协调委员会已纷纷在提交报告的国家缔约方中成立或正在设立。四个国家编制国家防治荒漠化行动方案的工作正取得进展，而摩尔多瓦共和国已于最近通过了一项为期十年的国家行动方案。

61.

在加强支持编制国家行动方案和执行《联合国防治荒漠化公约》的参与性进程方面取得了某些进展。民主化、权力下放、私有化和土地改革促使参与进程进一步发展，便利了有关非政府组织的活动，并确保包括妇女和青年在内的当地民众能够在《联合国防治荒漠化公约》进程中发挥日益重要的作用。地方当局可以通过正常的政府渠道



和新设立的平行机制进一步参与《联合国防治荒漠化公约》的进程。在这两种情况下，需要付出大量的努力，使与地方社区的信息交流保持在较高的程度上。为此目的，应当在当地促使人们真正地理解并激发他们的关心。实用和务实的措施，如改进耕作方法的小型试验项目将有助于激发当地人们的兴趣。

62.

所有提交报告的国家缔约方均高度赞赏各国际组织和双边捐款方在《联合国防治荒漠化公约》进程的最初阶段所提供的启动性支助。同时，人们普遍认为，只有大量增加国内和国外的资金才能够使这些国家缔约方能够保持势头并/或更迅速地执行《公约》。在某些情况下，资金的严重短缺以及持续的总体经济困难甚至可能会迫使国家当局为应付紧迫的社会需求而改变优先重点，从而不利于环境保护，其中包括防治土地退化/荒漠化。因此，需要进一步加强国际合作和防治荒漠化，并在各项环境方案和公约之间实现协调。

63.

为向包括防治土地退化/荒漠化在内的环境保护工作提供资金而建立新的国家财务机制的趋势似乎值得特别重视。这尤其涉及生态税制度以及将由中央政府、私营部门和捐款方共同筹资的特别国家基金。

64.

一些有关养护土地的跨国界生态项目所获得的最初经验使人们有理由相信，进一步支持尤其是在具有共同边界和相同的社会经济发展格局的国家之间开展防治土地退化/荒漠化的次区域合作可能会证明是具有成本效益的。

## 第二部分：北地中海区域一级执行《公约》 附件方面取得的进展

65.

缔约方会议在其关于工作方案的第4/COP.3号决定中[第1(a)(二)段]也决定将审查非洲以外各区域在制订和执行分区域和区域行动方案方面所取得进展的报告列入其第四届会议的议程，必要时列入第五届会议议程。

66.

下列地中海北部受影响国家缔约方正在编写这一份摘要报告：阿尔巴尼亚、塞浦路斯、西班牙、希腊、意大利、马耳他、葡萄牙和土耳其。1995年，附件四缔约方设立了一个工作组，其中包括西班牙、希腊、意大利、葡萄牙和土耳其，由各国(目前是意大利)轮流担任主席。构成该工作组的经合发组织成员国当时是地中海北部附件中唯一受影响的国家缔约方。这一组的国家决定它们自己的活动，并为其供资。基于这组国家自那时候以来进行了区域性质的活动，主席(意大利)与该组的其他伙伴合作，编写了一份区域报告，并于2000年6月提交在西班牙Murcia举行的部长会议核可。意大

利主席然后正式向《荒漠化公约》秘书处提出了附件四那一组国家的区域报告。这一报告具有它独特的格式，这是由于区域行动方案的进度。但是报告中纳入了第11/CO P.1号决定中提出的格式内容。这份报告载在本文件的附件，其中介绍了这些国家在实施《公约》方面的区域大趋势。

Annex

**REPORT OF THE GROUP OF ANNEX IV COUNTRIES ON THE  
IMPLEMENTATION OF THE UNCCD <sup>2</sup>**

The present report has been prepared by the Italian National Committee in its function of presidency of annex IV. The report has been approved at the fifth Ministerial meeting held in Murcia, Spain, on 16 June 2000. The conclusions of the fifth Ministerial meeting of which this report is an integral part are available at the Internet site [www.desertification.it](http://www.desertification.it).

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<sup>2</sup> Reproduced in the original language in which it was received, without formal editing by the UNCCD secretariat.

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## EXECUTIVE SUMMARY

The Mediterranean basin is a region that has been inhabited for thousands of years by numerous cultures and civilizations. These have left an indelible mark on the environment and the landscape. In this region the recognition of the role of human action on desertification processes done by the UN Convention to Combat Drought and Desertification (UNCCD) has been a major step forward in selecting policies and measures. It is estimated that in the northern Mediterranean area land degradation affect 99.4 million ha, corresponding to 32% of the territory with arid, semi-arid and dry sub humid climate. This appraisal shows that land degradation has reached alarming levels in the northern Mediterranean region.

Within this framework Greece, Italy, Portugal, Spain and Turkey have agreed to coordinate their action by creating a regional annex of the Northern Mediterranean which is the IV regional implementation Annex of the UNCCD.

National Programmes to combat drought and desertification have already been presented by Portugal and Italy, while Spain has presented related guidelines. Greece has published and distributed to the public its provisional action plan. Turkey is still drawing up its programme.

Annex activities are coordinated by an interministerial committee that has set in motion a permanent mechanism for consultations among northern Mediterranean countries on the subject of efforts to combat degradation and desertification.

The group of countries of the Northern Mediterranean annex countries have worked during the COPs and have been organised single-theme workshops to identify some priorities in preparation for the Regional Action Programme contemplated by the UNCCD. Priorities have been discussed, integrated and approved by National Committees and by the NGOs of the Northern Mediterranean region. The drawing up of a Regional Action Programme based on these priorities is a joint undertaking of countries that sets out to raise awareness of the phenomenon and involve as many social actors as possible in the implementation of the UNCCD as well as the General Directorates of the European Commission in desertification-related problems.

The uniqueness of this region has been acknowledged and emphasized by international treaties and agreements, such as the Barcelona Convention of 1976 and the Barcelona Declaration of 1995 underpinning the Euro-Mediterranean Partnership. These agreements have been laying the foundations, through specific plans of action, for the creation of a context to promote trade/exchanges and the development of all countries in the region.

At an interregional level. Annex IV countries aim to coordinate their actions and create synergies between regional and sub-regional programmes and other international programmes such as the Mediterranean Action Plan (MAP), the Short and Medium Term Priority Environmental Action Programme (SMAP) and the Mediterranean

Environmental Technical Assistance Programme (METAP) existing already in the area.

The international scientific community is actively involved in efforts to seek effective solutions to prevent and alleviate desertification-related problems in the Mediterranean area, through international organisations such as the UNEP, FAO and European Commission. EU research & development programmes in particular provide the context in which scientific projects and collaboration are effected among northern Mediterranean countries. The main issues tackled have been the study of indicators, management of water, soil erosion, climate changes and traditional technologies.

Future developments for the Annex IV group will consider the extension to other affected country parties of the Northern Mediterranean region, continuing efforts to elaborate common projects on indicators, pilot areas, the sharing of information through a Clearing House Mechanism and the development of all possible synergies with other Convention and with North African countries.

## **1. INTRODUCTION**

The northern Mediterranean region is a complex mosaic of diversified landscapes. It has been settled and cultivated for millennia by various cultures and civilizations. Much of the region is semi-arid and dry sub-humid and subject to seasonal droughts, high rainfall variability, or sudden intense downpours. It is also marked by high population densities, heavy concentrations of industry, and intensive agriculture in the coastal and flat areas. Less favoured areas are, on the other side, characterized by depopulation and abandonment of productive activities.

Mediterranean land degradation is often linked to poor agricultural practices. Soils become salinized, dry, sterile, unproductive and unprotected in response to a combination of natural hazards - droughts, floods, forest fires - and human-controlled activities - notably over-tilling irrational irrigation and overgrazing. Fertilizers, pesticides, irrigation, contamination by heavy metals, and the ecologically inappropriate introduction of exotic plant species is undermining the long-term health of the region's soils. Physical changes imposed on watercourses by the construction of reservoirs, the canalization of rivers, and the drainage of wetlands are affecting land quality. Meanwhile, groundwater levels are declining widely, resulting among other things in salt-water intrusion into coastal aquifers. Some 80% of the region's available freshwater is used for irrigation.

The continuing growth of industry, tourism, intensive agriculture, and other economic activities along the coastlines is placing particular stress on coastal areas and on water resources. On the other hand the abandonment of land, particularly on marginal and easily eroded hillsides, weakened agricultural planning and land management.

The situation has been aggravated by the social and economic crisis of less industrialized areas where, in recent years, under the pressure of globalisation of economy many productive activities lost their local markets contributing to the generation of migration fluxes from rural to urban areas.

In the northern Mediterranean countries the development of the desertification process is in direct relationship with the crisis of urban centres where the traditional arrangement of the landscape made up of natural houses built with a low consumption of resources has been cast aside in favour of a model based on the massive building, energy waste and environment pollution. The increase of urban centres, the increase of products demand and the consumer goods cause the abandonment of traditional farming systems and the introduction of new methods and agricultural policies based on monocropping. The uprooting, the lost or the redefinition of elderly people or women's roles who own the knowledge entail the loss of management capabilities as for resources and traditional knowledge.

Greece, Italy, Portugal, Spain and Turkey have taken an active role throughout the UNCCD definition process, starting from the UNCED conference in Rio on sustainable development in 1992. Relative national parliaments have since ratified the convention. While indeed the declared aim of the UNCCD is that of combating desertification and drought in Africa, since the phenomenon is becoming catastrophic in that continent, these countries of the northern Mediterranean believe that the principles and methodologies for combating desertification set forth in the convention should also be applied to their national territories to combat the phenomena of desertification and land degradation.

The text of the northern Mediterranean Annex became part of the Convention right from its signature in Paris in 1994. With the exception of Turkey the countries currently forming part of the northern Mediterranean Annex are members of the European Union.

Activities performed under the northern Mediterranean Annex also receive the active support of "observer" that are parties to the UNCCD but are not affected, such as France, the Principality of Monaco and the European Community. It is to be stressed that the role of the European Community is of strategic importance for the implementation of policies and measures to combat desertification in the Mediterranean area. The policies and programmes of the European Union are indeed one of the principal driving forces behind the development and protection of the environment in areas of the northern Mediterranean affected by desertification phenomena.

Another geo-political aspect of the utmost importance for the group of Annex IV countries is the combined presence in the Mediterranean area of countries from the Balkan area of Europe as well as of North African and Eastern Mediterranean countries belonging to the respective African and Asian Annexes of the UNCCD.

For the implementation of the UNCCD in the Mediterranean area and creation of synergies, it should be recalled that all countries looking onto the Mediterranean Sea adhered to the Barcelona Convention (1976) whose Mediterranean Action Plan is the basic instrument of regional collaboration in the environmental sphere in the Mediterranean region.

In this field must be remembered that the Parties of the Barcelona Convention have appointed the "Mediterranean Commission for the Sustainable Development" which have among its priorities issues the fight to desertification.

The "Clean Development Mechanism" of the framework Convention on Climatic Changes may also provide considerable opportunities for regional collaboration, combining the aim of reducing "greenhouse" emissions with that of combating land degradation and desertification.

It should also be remembered that the Euro-Mediterranean Partnership Process between countries in the EU and twelve countries in the south and east of the Mediterranean region, was embarked upon from the Barcelona Declaration adopted during the Barcelona Conference in 1995. The objectives of the agreement are peace, stability, security, growth and sustainable development with the perspective of the construction of a Euro-Mediterranean free trade area starting in 2010, and placed the environment and sustainable development among the priority issues of bilateral and multilateral programmes, in particular the "Short and Medium Term Priority Environmental Action Programme" (SMAP)

The MEDA programme of the European Union, is the financial instrument to implement to the Euro-Mediterranean Partnership.

Finally, must be mentioned the "Mediterranean Environmental Technical Assistance Programme" (METAP) promoted by European Investment Bank (EIB), EC, World Bank, UNDP, to promote technical support to (so far 13) Mediterranean and facilitate investment in this fiend. METAP activities are directed toward three priority issues for the region: integrated management of coastal and water resources; prevention of pollution in "hot spots"; promotion of institutional consolidation, participation and partnership.

This report was prepared by the Italian presidency on the behalf of the members of the group of Annex IV for the fourth session of the Conference of the Parties.



## **2. HISTORY OF NORTHERN MEDITERRANEAN ANNEX**

### **2.1 PRELIMINARY ACTIVITIES BEFORE THE ENTERING IN FORCE OF THE CONVENTION**

During the course of the 6th Interim Conference of the Intergovernmental Negotiating Committee (INCD), held in New York in January 1995, the need was stated for proceeding to draw up the national and regional programmes on combating desertification, for the purpose of facilitating the rapid implementation of the Convention as soon as it enters into force. Spain chaired the works of the group in the years 1995 and 1996 before the entering in force of the Convention.

Pursuing this line, a Regional Conference on Desertification for the northern Mediterranean Region was held in Almeria, in June 1995, and one of its conclusions was the agreement to set up a regional reflection group to prepare guidelines for a Regional Action Programme (RAP). This agreement has been reported in INCD 7 Nairobi, August 1995, and INCD 8 Geneva, February 1996.

With these premises, the first session of the Reflection Group was held in Madrid in July 1995, hosted by the Ministry of Foreign Affairs of Spain on his quality of Chairman of the Group, with attendance of representatives of France, Greece, Italy, Portugal, Spain, Turkey, the European Union and the Interim Secretariat of the CCD.

### **2.2 REGIONAL COORDINATION COMMITTEE OF THE ANNEX IV GROUP**

After the convention came into force, in 1997 a coordination committee was formed, made up of reporting members responsible for the implementation of the UNCCD at a national level.

The UNCCD provided the opportunity to create a regional workgroup among affected country parties of the northern Mediterranean that could deal jointly with desertification issues within the UNCCD, the OECD and the EU since until the convention came into force no inter-State consultation structures existed. This coordination initiative involving affected country parties of Northern Mediterranean Annex (Greece, Italy, Portugal, Spain and Turkey) has been chaired until now, on a rotational basis, by Portugal in the years 1997 and 1998 and by Italy in 1999 and 2000.

The coordination committee is made up of ministers from the countries of the Annex IV group (see attachment 1); European Commission and French representatives have taken part in meetings as observers.

The coordination committee has so far met five times during the Conferences of the Parties, as well as during inter-session periods:

- Dakar, Senegal, 8th November 1998, during the works of the second COP
- Lisbon, Portugal, 17th June 1999 for the presentation of the Portuguese NAP;
- Recife, Brasil, 22nd November 1999, during the works of the third COP
- Rome, Italy, 17th February 2000 for the presentation of the Italian NAP
- Murcia, Spain, 16th June 2000 for the presentation of the Spanish guidelines of the NAP.

During these meetings debate has centred on topics concerning the drafting of the Regional Action Programme and the implementation of decisions taken during the Party Conferences, and initiatives to be undertaken jointly have been assessed.

Annex IV countries, during the fourth ministerial meeting held in Rome, on 17 February 2000, agreed to finance a Mediterranean unit of the UNCCD secretariat, to invite Monaco to join the group as observer, and to open the meetings of Annex IV to the participation of representatives of NGOs.

During the fifth ministerial meeting held in Murcia on 16th June 2000, they approved the "Report of the group of the Annex IV countries on the implementation of the UNCCD" and gave mandate to the focal points to prepare the RAP on the agreed basis of the "Terms of Reference". They also agreed to meet again in Bonn during the COP IV and to consider among others the following issues:

- establishing the rules for the access to the Group of Annex IV Countries;
- possible admission, to join as observers to the Group, of countries belonging to the Mediterranean Basin and in particular some of them who launched on 20 May 2000 in Ancona the "Adriatic and Ionian Initiative (All);
- proposal of the next Presidency of the Group;
- establishing the rules of rotation of the Presidency;
- Inter-Regional Mediterranean Action Programme;
- further implementing participation of the NGO's.

The ministerial coordination group is supported by a workgroup of technical experts and national "focal points" (see attachment 2). The technical group has met on a number of occasions to compare the progress being made by respective National Programmes. These meetings centred on the possibility of synergies between National Programmes and on a joint Regional Action Programme for the group of Annex IV. The technical workgroup submits proposals and documents for the approval of the coordination committee. One of its main tasks is to coordinate preparatory activities for the Regional Action Programme.

### **2.3 STATE OF PROGRESS OF NATIONAL ACTION PROGRAMMES**

All countries of the group of Annex IV have worked to define their respective National Action Programmes. Portugal was the first country to approve the NAP, passed by the government in June 1999.

Italy's NAP was approved by the Italian government on 21 December 1999, and is now being implemented by the competent ministries and administrations.

The progress made in drawing up and implementing National Action Programmes in countries in the group is as follows:

## **GREECE**

The Greek National Committee for Combating Desertification was established by the ministerial decisions of the Ministry of Agriculture. Its members include authorized officials of the Ministers of Agriculture, Environment, Public Works, Development, Economy, Foreign Affairs, delegates from Universities, Research Institutes and NGOs.

The Committee has prepared, on the basis of documents and suggestions submitted by four working groups of experts, the Provisional National Action Plan (PnP). The plan has been distributed to concerned public and private organizations and the media. It also has been presented at municipal meetings. The PnP consists of the following chapters:

- Definitions, principles and objectives
- Desertification processes in Greece
- General measures on desertification prevention and mitigation
- Measures for the agricultural sector
- Measures for the Forest sector
- Measures for the protection of fauna
- Measures for the sector of animal husbandry
- Measures for the sector of water resources
- Measures for the socio-economic sector

The Committee has prepared and submitted to the UNCCD secretariat the National Report on the implementation of the Convention. It also published a report on drought and its mitigation in Greece.

The basic conclusions reached by the preliminary work can be summarised as follows:

1. Desertification is a real threat over a large sections of the Central and southern eastern mainland, the Aegean islands and Crete.
2. Areas under various degree of desertification threat occupy approximately 1/3 of the country.
3. Mitigation efforts so far have been insufficient. Public awareness is at low level. There is an urgent need for serious legal and institutional changes.

4. There are serious knowledge gaps concerning factors, processes and mitigation of desertification.

## **ITALY**

In September 1997, the Italian President of the Council has instituted the National Committee to combat drought and desertification. The Committee has been working on the implementation and the dissemination of information aimed at combating desertification in Italy. Its most important activity has been the involvement of different institutions and the organizations to coordinate initiatives to combat drought and land degradation taking in account the social, economic, energetic, environmental and cultural aspects.

Policy initiatives undertaken by the National Committee brought positive results like a new strategy of cooperation, the promotion of new rules for soil protection and the law on water resources protection recently been approved by the Parliament.

Governmental and non-governmental organization, scientific organization, local communities and the are working together to define and implement common plans, in particular, in the following fields:

- management of natural resources, soil and water;
- coastal areas protection;
- improvement of compatible agriculture and zoo technique;
- sustainable tourism;
- environmental education and sustainable use of the resources;
- promotion of innovative technologies and unemployment support.

The National Committee prepared the "First national communication to combat desertification" submitted and approved by the Inter-Ministerial Committee for the Economic Planning (CIPE) - deliberation n.154/98 -, the National Committee has approved the "Guidelines for the National Plan" and finally the CIPE has approved the "National Action Programme to combat drought and desertification in Italy" - deliberation 229/99.

The Italian NAP is broken down into:

- National level;
- Regional and river basin programmes;
- Cooperation.

### *National level*

The plan foresees that the Ministry of Treasury, the Ministry of Environment, the Ministry of Industry, the Ministry of Public Works, the Ministry for Agricultural and Forest Policies, the Ministry of Foreign Affairs, the Ministry of Foreign Trade locate the financial resources referred to:

- soil protection;
- sustainable management of water resource;
- impact reduction of the productive activities;
- territorial re-balance;
- information, training and research.

The information, training and research programme to combat drought and desertification is under development. The plan is in deep involvement with the "National Research Plan for the protection of Climate".

### Italian Regions and. River Basin Authority programmes

The Italian Regions play a fundamental role in the implementation of the NAP, since control of the territory, planning and actions are performed locally and not centrally. Administrative decentralization has rendered it necessary to fully involve regional authorities in the selection of objectives, priorities and means to combat desertification.

The NAP requires Italian Regions and River Basin Authorities to identify in their territory the areas at risk of desertification and to indicate the measures that have been or are to be enacted to combat the phenomena identified. In the current phase of political and administrative decentralization, the national Committee has the task of coordinating, standardizing and integrating Italian regional programmes, making the national government aware of aspects requiring national legislative action or actions within the context of the European Union.

#### *Cooperation*

The definition of cooperation objectives and strategies with developing countries is an integral part of the Italian NAP. Actions to combat desertification will be one of the priorities of Italian cooperation, which is aimed at working with the countries affected, in conjunction with other donor countries, to provide the technical and financial support required to implement the NAP. The National Committee and the Foreign Affairs Ministry have constituted a panel to plan the strategies and the actions of the Italian Co-operation to combat drought and desertification in the developing Countries including those that are connected to Italian initiative toward debt reduction.

## **PORTUGAL**

### 1 - The State of NAP

The National Action Programme to Combat Desertification was approved in 1998, June 17 and is the result of a widespread participation by agents involved and

interested in the issue of desertification, mainly from the most affected regions, in strict compliance with the spirit of the Convention to Combat Desertification.

We are now ready to begin the implementation of the NAP, as the key requirements were already satisfied:

- Campaigns to raise public awareness on the issue of desertification;
- Creation of conditions for a strong participation of public and private entities;
- Integrated interdepartmental and multi-disciplinary co-operation, from the drafting of policies up to the preparation of the implementation of specific actions;
- Creation of a National Committee to Co-ordinate the NAP and to monitor its implementation;
- Creation of a National Desertification Observatory, working closely with the National Committee, that will make possible the monitoring and the assessment of the programme's implementation.

## 2 - Elaboration of the NAP

A National Coordination Group was created in December 1996 to elaborate the NAP, presided by the Focal Point, including experts from 8 Ministries, several institutions of the civil service, some of the central departments and others from regional services, in a total of about 30 people. This Group was responsible for the preparation of a synthesis document on "Causes and consequences of desertification in Portugal", which was prepared to give to the public a scientific and technical background for discussion. The public working sessions were held at the regional level with the participation of the media, universities, environmental NGOs, experts from official departments, teachers from several education levels and individuals concerned with the problem.

A Scientific Council was also created to support the National Coordination Group. This Group was composed of 12 experts covering areas such as Climate, soil, water, rural development, economy and sociology.

## **SPAIN**

In the framework of the procedure for the elaboration of the NAP the first step was the presentation to the National Advisory Council for the Environment (Consultant body in which all the sectors of the society are represented) of a document of principles by the Ministry of Environment. This document of NAP principles was favourably informed by the Council. Immediately a working group for the NAP draft preparation was constituted under the co-ordination of the Ministry of Environment. This is a scientific and technical group and is composed by representatives of the different sectors of the Administration which are competent in aspects of the desertification. The NAP Draft has been already elaborated and is ready for its submission to the Spanish society for a general process of discussion.

As a previous step to the discussion, amendment and approval of the draft NAP a document of Guidelines of the National Action Programme against Desertification has been prepared and its approval is expected by June 2000.

The consultative process is envisaged and structured based in the organisation of a set of sector working groups. These groups of discussion will be formed by the representatives of the administration and the civil society. After the consultative process in these groups the definitive document will be submitted to the Government for its approval.

According to the Draft NAP a National Committee will be instituted with the task of co-ordinate and supervise the application of the NAP. This National Committee is in the process of constitution and includes representatives of all the sectors related to desertification in the civil society and the administration.

The Draft NAP presents the assessment of the status of the desertification in the country and the proposals for a national policy against desertification. These proposals are: the determination and delimitation of the areas for action, the coordination of related sector policies and the identification and development of set of specific actions against desertification.

The determination of the areas for action is aimed to the delimitation of the physical spaces and the socio-economic environments in which the policy against desertification is going to be developed. Such determination is reached by the application to the territory of indicators on every of the elements that the CCD points out in the Annex IV as features that characterizes the desertification in the Mediterranean.

The policy coordination is the key issue of the Spanish NAP. Because the desertification is a multi-sectorial and multi-disciplinary topic it requires integrated solutions. So the policy coordination is necessary in the formulation of such integrated solutions which are linked to the interests harmonization. That implies the resolution of interest conflicts that are active in the territory.

The NAP of Spain cannot be conceived but as a part of the environmental and socio-economic national planning. Most, if not all, of the fields for action which integrate the combat to desertification are the subject of sector policies developed by diverse branches of the Administration and represent areas of activity for different sectors of the civil society. In this context as an starting point, the NAP Draft includes a preliminary identification of actions to develop as part of an integrated strategy to combat desertification. These actions are structured in objectives which are consistent with the priority action areas formulated in the article 6 of Annex IV of CCD. This set of actions is aimed to serve as a basis for discussion during the negotiating process of the NAP. The analysis of the set of actions, the incorporation of new and the assessment of their feasibility is expected as an output of the process of discussion.

## TURKEY

The United National Convention to Combat Desertification was signed in 1994 in Paris by Minister of Environment on behalf of Turkish Government, and it was ratified on 11 February 1998 by Turkish Grand National Assembly.

Process of implementation of UNCCD in Turkey has covered wide range of activities since it has been ratified. Immediately after becoming party to the Convention, "National Awareness Seminar" was held in Izmir on 20-22 May 1998 with participation from governmental and non-governmental organizations and scientists from universities and research institutions. The aim of this seminar was to inform all the participants about the implementation of the Convention and to raise a public awareness about combating desertification all levels.

In recent years, Turkey have put intensive efforts to develop a National Action Programme with inclusion of information taken from the related governmental and non-governmental organizations, institutions and universities. A meeting was held in Bolu-Golkoy from 8 to 9 July 1999 in order to draft a National Action Programme. The participants from relevant ministries, institutions, universities and NGOs attended the meeting and discussed specific problems relevant to desertification in view of the affected areas and communities, and a need to develop an effective and integrated soil-water management approach to combat desertification at the local and national levels was clearly addressed. As a result of the two-day meeting, an outline for National Action Program to Combat Desertification and Drought in TURKEY was formulated.

In accordance with the context of the Convention, National Coordination Body (NCB) has been established in May 2000. The body is aimed to promote and coordinate required actions for the implementation of the UNCCD in Turkey. NCB initially identified priority issues as preparation of a regulation to implement the Convention and finalization of the NAP.

Besides the contributions from various government, agencies and organizations, another input for the preparation and the implementation of the NAP is an UNDP umbrella project. The project aims to provide institutional framework and coordination with the Government of Turkey for the integration of environmental concerns in development policies/programmes/plans in two cross-sectoral areas: sustainable energy & atmospheric protection and combating desertification which are the two of the priority action areas identified in Turkey's National Environmental Action Plan. The project found appropriate by all central government agencies. The project is expected to be officially approved and become operational soon. The project will supply support for the preparation of the NAP and pilot projects for the application of the NAP. Participation will be provided on implementation of the pilot projects by all the relevant actors, namely governmental and non-governmental organizations, universities and local communities during the preparation of the NAP.



### **3. REGIONAL MEETINGS**

Regional Activities in the Northern Mediterranean Annex have so far been chaired by Spain (1995-1996), Portugal (1997-1998) and Italy (1999-2000) on a rotation basis. Forthcoming presidencies will be entrusted to Greece and Turkey.

The most significant initiatives undertaken by countries in the northern Mediterranean area to raise awareness, create new initiatives and disseminate information about desertification issues have been:

- Oeiras, April 1997 -Regional Reflection Group Meeting
- Athens, May 1998 - Meeting of National Committees of Annex IV
- Cerdana, September 1998 - Indicators to asses desertification in the Mediterranean
- Porto Torres, September 1998 - International on indicators on desertification
- Rome, September 1999 - Experts Meeting on the preparation of the RAP of Annex IV
- Rome, February 2000 - Workshop "Social participation to combat desertification"

In addition to these initiatives in which all countries were involved, national events have been staged, and to mark the world day against desertification held on 17 June public events and meetings with the press and citizens were organized.

In particular the workshop held in Rome in February 2000 in view of the importance of social participation within the UNCCD, promoted and staged a meeting between focal points and national reporting members on the European methodology for participation, information and involvement; the "European Awareness Scenario Workshop - EASW" aimed to include effective participation actions in the respective NAPs and in the RAP.

### **4. REGIONAL ACTION PROGRAMME OF ANNEX IV**

#### **4.1 AIMS AND PURPOSES OF THE REGIONAL ACTION PROGRAMME (RAP)**

The RAP aims to:

- promote the acceptance and the compliance of values and principles for the preservation of environment and soil, water and biotic resources and the awareness that desertification can, in many cases, be stopped and reversed by means of proper policies and interventions.
- harmonize national action programmes of Country members of the Annex IV and to improve their co-ordination in combating desertification, including under other relevant UN Conventions.

- set up a network that will help regional and local authorities affected by specific problems to establish international partnerships for prevention or mitigation projects eligible for funding by the European Commission.

Assessment of the future implementation of the RAP might also enrich the EC environmental and structural policies in the Mediterranean, as well as identify other appropriate public and private investments in the region to combat drought and desertification .

## **4.2 TERMS OF REFERENCE**

Following on from preparatory work performed by the “group of reflection”, in September 1999 the focal points of Annex IV countries drew up draft “Terms of reference” for the Northern Mediterranean regional action programme of the Annex IV group, pinpointing common elements and defining possible objectives. The workgroup also identified action priorities and a work methodology. This document was supplemented by recommendations and by the identification of steps required to complete the Terms of Reference and pass on to the drawing up of the RAP. A first control was undertaken by submitting the document to ministers and to respective national committees for their perusal to verify the coherence of proposed actions with national policies on desertification and to gather together any amendments and additions. A second step was the presentation of the draft "Terms of Reference" to the non-government organisations of northern Mediterranean countries. Discussions with NGOs were held in Malta on 29 and 30 April during the International Workshop “Beyond Globalization to Local Regeneration” and in Murcia, Spain, on 17 and 18 June 2000 during the Mediterranean conference” The participation of NGOs in the National Action Programmes to Combat Desertification and Drought - Soil use and sustainable development in the Mediterranean”. Observations and comments were used to modify the initial document and finalize it.

The priorities included thus far in the Terms of Reference do not indicate in this phase the projects and actions selected to combat desertification. These are contained in the National Action Programmes. Priorities refer mainly to the creation of a working method that lays the foundations and provides the cognitive elements required to implement the UNCCD at a Regional level.

The priorities identified so far for the drawing up of the RAP relate to:

1. The areas most at risk of desertification;
2. Common indicators for assessing desertification processes;
3. Collection and analysis of technical and scientific data;
4. Exchange of data and information;
5. Involvement of civil society as a whole in the RAP decision-making process;
6. Traditional knowledge and practices for protecting the quality of the Mediterranean landscape.
7. Coordination and links with existing regional and sub-regional initiatives.

The actual preparation of the RAP, which will build on the aforementioned topics, is a considerable undertaking in terms of human and financial resources and the involvement of national institutions and the European Union.

In greater detail:

The topic “areas most at risk of desertification” assumes a common methodology for countries in the northern Mediterranean area to identify the areas most at risk of desertification and territorial degradation. One way of making this priority action operational in order to implement the UNCCD in northern Mediterranean countries could be to fully involve the DGs of the European Commission concerned with the problems of land degradation and desertification of the territory. An important example from the past was the “Habitat” directive issued by the European Commission to implement the UN convention for the protection of bio-diversity. The Community directive is a standard and essential instrument for identifying objectives, methods and resources.

The topic “Common indicators for assessing desertification processes” meets the need to identify indicators, and methodologies for assessing the extent of ongoing phenomena and relative trends. Indicators are the result of a measurement and observation process to obtain information that is consistent, coherent and acceptable for different types of users.

A lot of work has already been performed within the framework of scientific projects or plans drawn up by national organisations and agencies on this issue. Actual pilot studies need to be conducted to identify and quantify, first on a small scale and then on national and regional scales, indicators to be used to assess the state of desertification and progress made following actions to combat desertification .

The topic “Collection and analysis of technical and scientific data” meets the need to intensify scientific activity and make available to the scientific community the results obtained from research and monitoring projects. The result dissemination phase will have to be included among the tasks of each scientific project. The availability of online computer networks now makes it possible to share data and information, but this policy must become a specific priority for those countries intending to jointly combat degradation and desertification.

“The Involvement of civil society as a whole in the RAP decision-making process” meets the need to involve sectors of society not only through information and consultation actions but also through effective participation. The involvement of NGOs, the productive sector and administrators is vital for raising awareness and performing at a local level practical measures necessary to combat desertification and mitigate the effects of drought.

The topic "Traditional knowledge and practices for protecting the quality of the Mediterranean landscape" requires the creation of new initiatives to protect and repossess the wealth of knowledge that for thousands of years has guaranteed the sustainability of the use of natural resources. Mediterranean countries possess an important common wealth of traditional and local knowledge that is in danger of disappearing, squeezed out by an idea of modernization that fails to take into due account aspects pertaining to the sustainability of development. New initiatives to combat desertification may benefit enormously from the combination of traditional knowledge and modern technologies.

Coordination actions and links with existing initiatives at regional and sub-regional levels set out to coordinate activities carried out in conjunction with other thematic areas, such as the Barcelona convention, the convention on climatic changes. Agenda MED 21/MCSD, EEA/Initiatives, and to intensify cooperation and partnerships in the Mediterranean area between different UNCCD annexes.

The RAP is now being drawn up. Joint initiatives undertaken by countries in the northern Mediterranean area have thus far centred on the preparation of the Programme. The intense schedule of meetings has raised the overall degree of awareness of the problems to be faced, and a partnership is gradually being forged among northern Mediterranean countries. The joint strategy pursued so far has been that of opening up all possible channels of funding and of national and international actions in place but thus far little used for the purpose of combating desertification. Many EU programmes may already have significant applications for actions to combat desertification. One of the aims of the RAP is that of raising the priority of these issues in the agendas of national States and the EU.

### **4.3 INTERREGIONAL ACTIVITIES**

In identifying objectives and activities of the RAP it will be taken in mind the unique characteristics of the Mediterranean basin that is a bio-geographic area involving countries belonging to three different annexes of UNCCD. Therefore the RAP is open to possible coordination with the Regional or Sub-regional Action Programmes promoted by member countries of other Annexes.

The relations with Southern and Eastern Mediterranean countries had been governed until five years ago by bilateral agreements. These agreements are now being progressively replaced by Association Agreements within the framework of the Euro-Mediterranean Partnership (EMP), which was agreed upon in July 1995. The MEDA Fund is the main financial instrument of this Partnership. The Association Agreements have components on environmental protection enabling the funding of programmes that are aimed particularly at the establishment of administrative capacity in the conservation or restoration of important habitats hosting endangered flora and fauna as well as pilot actions to promote sustainable development.

The SMAP, within the Euro-Mediterranean Partnership (EMP) offers opportunities for joint action in the Mediterranean. In fact, SMAP is the environmental component of the EMP. The SMAP is a major tool for our contribution to combating the desertification in the Mediterranean region.

The SMAP is a framework programme for the Mediterranean environment, providing orientation for policy and funding, aiming at ensuring synergies with other existing programmes and instruments. This Programme was adopted by the Helsinki Ministerial Conference (Nov. 1997) of the European Union and it encompasses - among its 5 priority fields - measures to combat desertification. The major - yet, not unique - Community financial instrument for the implementation of SMAP is the MEDA Programme.

The implementation is ensured through pilot or demonstration projects and programmes, at national or regional levels, and it relies on the initiative of the 27 Euro-Med Partners. Supportive measures - such as capacity building, training, networks, EIA, etc. - have been foreseen to assist the 12 non-EC Partners and to create a clear link with the long-term.

The SMAP recognises the fact that desertification is a major problem in the Mediterranean needing appropriate and combined measures. Other priorities, relevant in several cases to the operational projects aiming at combating desertification within SMAP are integrated water management, integrated coastal zone management and protection of vulnerable biodiversity.

The main interregional initiatives promoted by Annex IV countries have thus far been undertaken to improve relations with countries on the southern shores of the Mediterranean. For political, social, economic and environmental reasons these countries are the first interlocutors contacted by the Annex IV group. The initiatives undertaken so far have been:

- Crete, October 1996 - International Conference, Mediterranean Desertification Research results and policy implications.
- Murcia, May 1997 - Workshop about the Annex IV of Regional Implementation for the northern Mediterranean.
- Matera, July 1997 - First Forum on European policies to combat desertification
- Marrakech, October 1998 Desertification Information System for planning needs in the Mediterranean Region.
- Matera, October 1998 - Second International Forum on European policies to combat desertification.
- Rome, February 2000 - Workshop "Desertification, Climate Change, Biodiversity and Forest: Synergies for an inter- regional agenda between northern and Southern Mediterranean countries."(see conclusions of the workshop in Attachment 3)

- Murcia, June 2000 - Conference "The Participation of Mediterranean NGOs in national programmes to combat desertification and drought" (see conclusions in Attachment 4)

The Crete Conference, attended by representatives of 20 countries, showed the results of studies and research conducted through research and development programmes promoted by the European Commission. The Proceedings have been published in 1999 (see bibliography).

The Murcia workshop in 1997, with the participation of delegations of annex VI countries and of numerous delegations from countries in Africa, Latin America and the Caribbean.

The Matera forums in 1997 and 1998 dealt with the subject of using traditional technologies to combat desertification and were an opportunity for North African and annex IV countries to share experiences (see bibliography for proceedings references).

The Marrakech workshop for the creation of an information system entailing the participation in the "Desertification Information System for planning needs in the Mediterranean Region" of Annex IV countries, countries in the Arab Maghreb Union and Egypt. The initiative was approved and funded by the General Directorate for Development Cooperation of the Italian Foreign Affairs Ministry and received the support of the European Environment Agency.

The Murcia Conference organized by MED Forum, the Mediterranean NGO Network for Ecology and sustainable Development (102 NGOs from 23 Mediterranean countries), had 201 participants representing Mediterranean NGOs, experts, academics, farmers, stock-keepers, local, regional and national authorities and international organizations and recommended in its conclusions "to make progress in the implementation of an Inter-Regional Mediterranean Action Programme, drawn up and applied in collaboration with other regions or subregions' programmes, on the basis of a spirit of international solidarity and association, with a view to improving co-operation and co-ordination at sub-regional, regional and international level, to channel financial, human, organizational and technical resources where they are most needed, by means of a "Mediterranean regional initiative to combat desertification".

## **5. RESEARCH AND DEVELOPMENT**

Assessments of the intensity and extent of desertification conducted by FAO/UNEP/UNESCO at a global level show that in areas of the northern Mediterranean climatically at risk there are signs of land degradation covering 99.4 million ha, corresponding to 32% of the entire surface area exposed to the risk of desertification.

This large-scale appraisal shows that the northern Mediterranean area has a higher percentage of degraded territory compared with other continents (although surface areas affected in Asia, Africa and America are larger in absolute terms). As the

study did not specify to what extent the degradation revealed was due to natural causes, the action of man or their combined effect, the European scientific community has undertaken numerous studies on desertification.

Within its research and development Programme, the European Commission has promoted and funded studies and researches on the subject of desertification in the Mediterranean area (project MEDALUS, ARIDUSEUROMED). These completed researches have produced a large amount of results and information, presented in a major conference held in Crete in Greece and in numerous scientific publications (Mairota 1997, Thornes 1997).

Europe's scientific community has focused its attention on the study of desertification processes and on the drawing up of evaluation methodologies in terms of hydrographical basin.

At a national level, a useful reference in terms of methodology is the appraisal carried out for Portugal .

## SOIL

A number of research institutes have studied soil trends and conducted research and development projects at a national level, producing studies and specialist maps on various scales. Topics of interest to countries in the northern Mediterranean area have been tackled within the framework of the European Commission, the European Environment Agency and the European Soil Bureau (ESB) of the Ispra JRC. The ESB in particular has carried out evaluations on the extent of soil erosion and on the content of organic substance, enabling initial comparisons to be made among European countries.

The studies and appraisals effected so far are preliminary in nature, but they have shown that there is a shortage of data on soil features, especially soil depth, stone volume and surface texture, as well as the content of organic substance.

The study showed that the Mediterranean region was particularly exposed to erosion, and that in some areas the phenomenon had become irreversible, with soil having disappeared completely.

To correct the lack of reliable data on soil carbon in Southern Europe, the European Soil Bureau has been developing, in collaboration with the Member States, a soil profile analytical database containing data that can be related to the European Soil Geographical Database at 1,000,000 scale.

## WATER RESOURCES

The study 'Towards a Sustainable/Strategic Management of Water Resources: Evaluation of Present Policies and Orientations for the Future' (to be published), was jointly carried out by the European Commission's General Directorate XVI (Regional

policy and Cohesion) and the Institute For Prospective Technological Studies (IPTS) of the EC's Joint Research Centre.

The project focused upon essential aspects of sustainable water management, considering water as an economic good, both in its own right and as a required input for many regional development activities.

The project included an initial diagnosis phase in which the relevant data on water supply, demand and institutional and financial management were assembled for seven Mediterranean countries - Portugal, Spain, France, Italy, Greece, Cyprus and Malta. The data concerned the present (reference year: 1990) and extrapolated future trends, up to the year 2015. On the basis of these data, different parameters linked to the management of water quantity and quality, the demand for water in each of its uses, were assessed, with the goal of identifying possible strategies for reducing overall consumption through either increased efficiency or adaptation of activities to the hydrological and stochastic constraints.

#### CLIMATE, DROUGHT AND ARIDITY

The typically Mediterranean climatic conditions are characterized by extended periods of dry spells and wet periods with a regime of irregular precipitation, with flash flood, associated with low probabilities of occurrence.

In Mediterranean countries the drought phenomenon can no longer be viewed as an exceptional event but rather a natural phenomenon tied up with the climate and the management of water resources. Agrometeorological services and numerous research centres in northern Mediterranean countries produce studies and national and regional reports on the drought phenomenon, but aridity and drought appraisals have not yet been produced at a regional level.

Drought can have an impact on many sectors of economy and of environment. In Italy, the 1989-1991 drought reduced the flow of some rivers. If the drought were to continue, the ecological quality of the rivers could be greatly influenced. Also, the extraordinary low level of precipitation in the 90s' in Spain had consequences on the decrease of run-off, of more than 60% in the Tajo, Guadiana, Guadaquivir, Southeast river basins and Canary islands, and a significant reduction in the storage average regulation capacity of reservoirs. This extreme situation had also an adverse effect on aquatic ecosystems and landscape in a lot of regions, i.e. dry rivers, deterioration of rivers quality, impact on ecosystems, turning into not only a water shortage problem, but into a large environmental problem.

The above-mentioned study "Towards a Sustainable/Strategic Management of Water Resources: Evaluation of Present Policies and Orientations for the Future" deals with the topic of drought and stresses the need to raise the level of awareness of the availability of water resources and to create information-producing databases.



## TRADITIONAL KNOWLEDGE

The creation of a network is proposed, whose purpose is to gather, evaluate and disseminate information about traditional knowledge and practices for safeguarding the quality of the Regional landscape.

The existing Center for Studies of Traditional Knowledge, located in Matera, Italy, has been operating in this field for the UNCCD Secretariat, with international organizations such as UNEP, FAO, UNESCO, etc., and is connected with the most important world centers for traditional knowledge studies. A prototype of an archive has been prepared with the purpose of classifying and evaluating traditional knowledge.

The archive contains graphic and photographic documentation, socio-economical evaluation and environmental context parameters, application criteria, and proposals of suitable modern techniques with the description of the advantages and disadvantages that can be individuated, the limits in applying and spreading the traditional practices, and the possible innovative proposals.

## 6. FUTURE DEVELOPMENTS OF ANNEX IV

The present group of countries of Annex IV doesn't include all countries of the Northern Mediterranean Region, France and the Principality of Monaco are currently participating as observers, giving an important contributions in terms of skills and experience in efforts to combat desertification. Albania, Cyprus, Malta and San Marino already ratified the Convention but other affected countries of the Northern Mediterranean region are no party yet. Efforts to combat desertification in all Northern Mediterranean Region will become more effective if all concerned parties cooperate together.

### Undertakings on indicators

The topic of indicators has been a constant concern of the group of Annex IV countries in order to establish a common frame of reference both nationally and regionally that complies with some basic requirements. Desertification indicators:

- (a) must be based on sound scientific truths;
- (b) must represent a fundamental aspect of the issue under review;
- (c) must be limited in number and be representative of the system;
- (d) must conform to a minimum set of standardized indicators in relation to actions performed locally;
- (e) must be chosen bearing in mind the criterion of data gathering and processing costs;

- (f) must be easy to measure and to express numerically.

### Coordination of projects

The process to prepare the RAP is under way. Annex partners will have to work intensely to implement the guidelines that have been established and to pass on to the execution of coordinated pilot and demonstrative actions.

In the framework of EU program Interreg III, the project “Transboundary network of multifunctional Laboratories” actually involves administrative regions of Italy, France and Spain. The regions agreed to cooperate to establish a network to exchange data, information and experiences about monitoring, management and assessment of the environment including desertification processes in the northern Mediterranean.

### Information sharing

Information systems and clearing houses represent a basic stepping stone for the definition of common strategies and technical and scientific co-operation. The building up of a Clearing House is conceived to create informatics facilities for the storage and open exchange of information for mutual benefit.

### Synergies with other conventions and with other Annexes

The workshop “Desertification, Climate Change, Biodiversity and Forest: Synergies for an inter-regional agenda between northern and southern Mediterranean countries” held in Rome, Italy, on February 2000, marked the start of discussions and exchanges between representatives of countries in the Mediterranean area responsible for Global Conventions. These countries are committed to improve collaboration ties and to undertaking new initiatives valorizing elements common to global conventions. Annex IV is open to cooperation with other neighbouring annexes. Synergies with other annexes could be further implemented within the frame of an Inter-Regional Mediterranean Action Programme.

As proposed by MED-forum during the ministerial Meeting in Murcia this programme should be "drawn up and applied in collaboration with other regions or sub-regions' programmes, on the basis of a spirit of international solidarity and association, with a view to improving co-operation and co-ordination at sub-regional, regional and international level, to channel financial, human, organizational and technical resources where they are most needed, by means of a “Mediterranean regional initiative to combat desertification”.

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### Attachment 3

#### WORKSHOP

#### DESERTIFICATION, CLIMATE CHANGE, BIODIVERSITY AND FOREST: SYNERGIES FOR AN INTER-REGIONAL AGENDA BETWEEN NORTHERN AND SOUTHERN MEDITERRANEAN COUNTRIES

ROMA, 18TH FEBRUARY 2000  
CONCLUSIONS AND RECOMMENDATIONS

On the kind invitation of the Italian Government as President of the UNCCD Annex IV, UNCCD focal points and other representatives from Northern and Southern Mediterranean Countries met in Rome at the premises of FAO on 18th February 2000, together with representatives of International Organisations and NGOs, to discuss possible ways to ensure synergies among the Conventions on Desertification, Biodiversity and Climate Change and the Forest Principles.

Participants exchanged their experiences and views on the issue and stressed the need to continue contacts among countries of Annex IV and the Mediterranean countries of Annex I of the CCD.

Participants expressed their willingness to explore appropriate ways and means to integrate the objectives of the other Conventions when implementing the CCD. They reaffirmed the need to mainstream their national strategies towards sustainable development.

The main points raised were as follows:

1. Improvement of exchange of information on the topics relevant to the Rio Conventions and Forest Principles among countries and within their administrations;
2. Linking scientific knowledge with policy making, in view of increasing efficiency ;
3. Identification of appropriate ways to promote on the ground the implementation of the CCD in synergy with other Conventions;
4. Identification and transfer of appropriate, cost effective, clean techniques and practices;
5. Making the best possible use of the existing financial resources to achieve synergies, and - at a later stage - assessment of the funding procedures ;
6. Promotion of a participatory approach and involvement of all stakeholders, including civil society organisations;
7. Considering debt swap for environment improvement.

On the basis of the above, the following recommendations were made:

1. National Action Programmes (NAP's) to combat desertification and Subregional Action Programmes (SRAP) should provide for synergies with other relevant Conventions;
2. Integrated pilot projects should be promoted, based on participatory approach, to contribute to implementation, increase visibility and help in identifying eventual gaps;
3. Such projects and programmes should take into account socio-economic aspects and be based on further scientific analysis;
4. Networking of existing information mechanisms should be encouraged to allow for exchange of relevant, comparable, and reliable data, in view of implementing the CCD at Mediterranean level in synergy with other Conventions;
5. Synergies should be extended towards other existing Mediterranean fora (MAP, MCSD, EURO-MED Partnership), and main donors (World Bank, EIB, etc) to ensure achievement of objectives in a sustainable way.

Participants expressed their willingness to continue collaboration and exchange of experiences on these topics at Mediterranean level.



## **Attachment 4**

Mediterranean Conference  
THE PARTICIPATION OF MEDITERRANEAN NGOs IN NATIONAL  
PROGRAMMES TO COMBAT DESERTIFICATION AND DROUGHT: Land use and  
sustainable development in the Mediterranean  
Murcia, 16 - 18 June 2000

### CONCLUSIONS, PROPOSALS AND RECOMMENDATIONS OF NGOs ON THE PARTICIPATION OF CIVIL SOCIETY IN COMBATTING DESERTIFICATION AND DROUGHT IN THE MEDITERRANEAN

On the basis of the questionnaires filled in by NGOs, the debates held in the context of working groups during the Mediterranean Conference and speakers' contributions, the following Conclusions, Proposals and Recommendations of NGOs on the participation of civil society in combating desertification and drought in the Mediterranean were adopted:

#### **Conclusions**

- The conference attendants denounced the lack of NGO participation in drawing up, implementing and evaluating the National Action Programmes to combat desertification and the effects of drought in the majority of Mediterranean states, and in the drawing up of the annual National Reports sent to the Conference of the Parties.
- Of Annexe IV of the northern Mediterranean, only Italy and Portugal have made headway on the process of drawing up their National Action Programme to combat desertification (NAP), whereas Spain, Greece and Turkey have only drawn up the "Guidelines" which will serve as a basis for their respective programmes. The remainder of southern and eastern Mediterranean countries do not have a NAP.
- The work of NGOs to combat desertification is carried out on two levels: on-the-spot work in the form of small-scale projects with the base communities affected and a task of networking or coalition with other NGOs to reinforce lobbying work with various government agencies and international organisations.
- Most of the participating NGOs consider that the degree of representativeness of the base communities and citizens is only average. This does however allow them to successfully carry out the task of providing an interface between the base communities and the authorities or international organisations.

- Appreciation was expressed of the work carried out by MED Forum on outlining policies, lines of action and good practices projects to combat desertification, in the form of the Mediterranean Environment Forum, the MED Forum Agenda 2000 and the Negev Desert Declaration. It was also proposed that the positive experiences of other NGOs and Mediterranean networks be employed.
- The NGOs called for clearly specified financing for their projects to combat erosion and desertification and promote rural development, and stressed the need for partnerships with local authorities.
- It is necessary to inform, sensitise and educate people about good practices for combating desertification and the effects of drought, and provide training to establish links between the solutions put forward from different fields (political, technical and economic).
- The NGOs stated that a solid scientific base is needed in order to draw up proposals for action, and that close collaboration should be established with the universities and scientific and technical research centres.
- The participants stated that the fight against desertification cannot be separated from the rational management of natural resources and that territorial planning should be based on criteria of sustainability.
- Policies to combat desertification and the effects of drought require the acceptance of the community and, in many cases, immediate interests go against a rational use of the territory. In this sense, the protection of natural spaces has shown itself to be clearly compatible with and even beneficial to the maintenance of sustainable land use.
- An important challenge is to find a way for the community to contribute to financing the costs of managing rural spaces. To date, sustainable agriculture has met the costs, though rural spaces generate indirect benefits for society as a whole.
- There is a duality between intensive farming which depletes natural resources and a traditional form of agriculture which allows for their conservation, but which calls for urgent measures if the present serious crisis is to be overcome. The incorporation of new sustainable technologies and the multipurpose use of agricultural spaces is presented as one possible solution to the problem. The introduction of genetically modified organisms (GMOs) and intensive farming as an alternative is *rejected*.
- Our recognition of the important role of farming in the conservation of natural and cultural diversity means that we have to dignify traditional

practices and knowledge and promote dialogue between all the agents involved.

- The scientific community expresses its concern at the lack of practical application of scientific advances and their incorporation into policies and action programmes. It expresses the need to establish prevention mechanisms (like early warning systems) to control and mitigate the processes of desertification.
- There is a need for dialogue between the different sectors affected, and consensus when it comes to deciding on policies and action programmes.
- Land conservation has to be seen as an integral part of territorial management and include participation and the control of decisions by social groups in the themes of territorial planning and management.
- A development model has to be promoted to allow integrated, sustainable management of resources, including land and water, and prevent speculation being imposed in the management and organisation of the territory. It is therefore necessary to support local government agencies against the pressure of speculation, and to control and denounce corrupt practices.
- The proposal of a participatory process to draw up Agendas 21 at all levels to define models of territorial management and organisation, conservation and integrated management of land, integrated sustainable management of coastal zones and to establish participatory forms of combating desertification.

The Conference also considered MED Forum's Proposals and recommendations of NGOs on the participation of civil society in combating desertification and drought in the Mediterranean, and gave its support to these initiatives, which can be summarized as follows:

### ***Recommendations***

To the Conference of the Convention, its Annexes and the contracting party States:

1. to make progress in the implementation of an Inter-Regional Mediterranean Action Programme, drawn up and applied in collaboration with other regions or subregions' programmes, on the basis of a spirit of international solidarity and association, with a view to improving cooperation and co-ordination at sub-regional, regional and international level, to channel financial, human, organizational and technical resources where they are most needed, by means of a "Mediterranean regional initiative to combat desertification";
2. to establish a suitable forum for exchange, participation and co-ordination to promote the "Mediterranean regional initiative to combat desertification", which

will allow progress towards the creation of an Inter-Regional Mediterranean Action Programme. Other existing forums could be employed for this purpose, such as the Mediterranean Commission of Sustainable Development (MCSD);

3. for NGOs actively involved in combating desertification and particularly their networks, such as MED Forum, to take an active part in drawing up, implementing and evaluating the Regional Action Programme of the northern Mediterranean in organizations of co-ordination which already exist and/or are constituted to this effect. This same measure will be applied to the Sub-regional Action Programmes being drawn up for other areas in the southern and eastern Mediterranean;
4. representatives of national NGOs and other sectors must take an active part in drawing up, implementing and evaluating the National Action Programmes and drawing up National Reports to combat desertification and the effects of drought by forming part of National Committees to combat desertification and the effects of drought.

### **Proposals**

To members of MED Forum and other Mediterranean NGOs:

1. the realization by MED Forum NGOs of a campaign of communication, sensitization and environmental education in the Mediterranean basin, specifically on desertification and the effects of drought, directed at the main economic and social agents involved;
2. the realization of a programme of capacity-building and training in the administration of natural resources directed at the main economic and social agents involved, decision-makers and government specialists. By:
  - a. organizing conferences, seminars, etc. for the exchange of experiences and good practices and publication of the most significant experiences;
  - b. producing sectoral guides to environmental management and intervention directed at preventing, controlling and mitigating the causes and effects of desertification and drought.
3. the drawing up of a Mediterranean Charter for the sustainable management of the territory to combat desertification and the effects of drought, leading to the creation of a network made up of the signatory bodies and organizations which undertake to apply its contents: NGOs, farmers, stock-keepers, companies, consumer associations, universities, research centres, local government agencies, regional governments, etc.;
4. the celebration of "Mediterranean Day to combat desertification and the effects of drought" every 17 June, on the basis of the "Murcia Manifesto" read in the context of the badlands of Los Barrancos de Gebar (Murcia/Spain) in different

Mediterranean languages by representatives of MED Forum NGOs, States and the Secretariat of the Convention;

5. the carrying out of Mediterranean-scale projects to combat desertification and the effects of drought in order to encourage and co-ordinate the initiatives of the different countries, promote co-operation and co-development and bring a joint front to the specific problems which exist throughout the basin.

Proposals for regional projects to be carried out by MED Forum NGOs and other bodies:

- regional project on "Participatory water management in Mediterranean arid regions", to be carried out in Morocco, Algeria, Tunisia, Israel and Palestine;
- regional project "For sustainable tourism in the Mediterranean", to encourage sustainable land management, reduce the overexploitation of resources and promote agro-tourism or tourism in rural areas to prevent the land being abandoned;
- regional project on the "Conservation of terraces in the Mediterranean region" as a traditional method of combating erosion, conserving fertile land and preserving the landscape;
- regional project on "Maintenance of sustainable land uses and protection of biodiversity in semiarid zones";
- regional project on "Fair trade and combating desertification in the Mediterranean";
- regional project on a "Mediterranean school of sustainable agriculture", based at a training centre in Morocco.

Murcia, 18 June 2000

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