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A progress report on the first three years of Horizon 2020

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1. INTRODUCTION

Back in 2005, at the 10th Anniversary Summit of the Euro-Mediterranean Process, leaders of the partnership endorsed the idea of a new push to protect the Mediterranean from the threat of pollution. This initiative has now become known as Horizon 2020. The Summit called for the development of a feasible timetable to achieve this¹.

One year later, in November 2006, the Cairo meeting of Euro-Mediterranean Environment Ministers represented an important milestone for regional environmental cooperation. The Cairo ministerial agreed on a timetable of concrete actions (Cairo Road-map) covering the period to 2013. In a declaration² the ministers agreed to meet in 2009 to review progress.

The purpose of this report on the implementation of the Horizon 2020 initiative is to highlight the progress that has taken place since the Cairo meeting. This will serve as input for the preparation of the forthcoming meeting of Environment Ministers of the Union for the Mediterranean which will take place during the Swedish Presidency of the European Union (EU).

1.1. Horizon 2020

Horizon 2020 aims to tackle the top sources of Mediterranean pollution by the year 2020. The initiative is built around four elements:

- investment projects to reduce the most significant pollution sources focussing on industrial emissions, municipal waste and urban waste water, responsible for up to 80% of pollution in the Mediterranean Sea;
- capacity-building measures to help neighbouring countries create environmental administrations that are able to develop and police environmental laws at various levels (national, regional, local);
- using the Commission's Research budget to develop and share knowledge of environmental issues relevant to the Mediterranean;
- developing indicators to monitor the success of Horizon 2020.

Horizon 2020 is an "umbrella" initiative to enhance and catalyse coordination between the various actors present in the Mediterranean. It aims to improve the efficiency and effectiveness of environment activities in the region. It was intended from the outset that Horizon 2020 would build on existing institutions and results, filling gaps where it could bring added value. It operates within the framework of existing and developing policy instruments, and supports the implementation of the commitments undertaken in the framework of the UNEP Barcelona Convention³.

Horizon 2020 is a Euro-Mediterranean initiative. Its first phase of development (2006-2009) has taken place against a backdrop of increased political interest in the Mediterranean region with the preparation and launch of the Union for the Mediterranean (UfM). The development of the UfM and its focus on concrete projects has given a positive boost; de-pollution of the Mediterranean is one of the six key initiatives supported by Mediterranean Heads of State at

¹ http://ec.europa.eu/environment/enlarg/med/horizon_2020_en.htm

² http://ec.europa.eu/environment/enlarg/med/pdf/cairo_declaration_en.pdf

³ Convention for the Protection of the Marine Environment and Coastal Region of the Mediterranean

the UfM launch summit held in Paris in July 2008⁴. The concrete nature of actions under Horizon 2020 was instrumental in de-pollution being given priority in the UfM.

A significant development under the Union for the Mediterranean has been the expansion of the geographical membership of the Euro-Mediterranean Process to include the coastal states of South East Europe (SEE). This means that all Mediterranean countries are partners in the Euro-Mediterranean Process so that there is now coherence between the geographical coverage of the Euro-Mediterranean Process, in which Horizon 2020 lies and the key multilateral framework for environmental cooperation in the region, the Barcelona Convention.

Whilst the initiative is regional, many of the necessary actions will be implemented at national level. There is clear articulation between the regional actions of Horizon 2020 (including regional assistance programmes) and the bilateral instruments of the European Neighbourhood Policy (ENP)⁵, such as the ENP Action Plans, the European Neighbourhood and Partnership Instrument (ENPI) national assistance programmes, and the various bilateral assistance programmes of other donors.

The objective of combating pollution and achieving good environmental status of all seas around the EU, including the Mediterranean, has become enshrined in EU law through the Marine Strategy Framework Directive (MSFD)⁶, which came into force in summer 2008. This Directive calls for enhanced cooperation between EU Member States sharing a marine region and where possible neighbouring countries, notably through regional sea convention such as the Barcelona Convention. It gives particular importance to monitoring, the development of targets and indicators and, finally, the adoption of adequate programmes of measures. Therefore, there is a gradual convergence between the environmental objectives of the initiatives being undertaken in the context of regional fora such as those under the UfM or the Barcelona Convention, and the latest EU law in marine issues.

2. THREE YEARS OF PROGRESS

2.1. Steering mechanism

The Ministers in Cairo invited *"the European Commission to coordinate the partnership of the Horizon 2020 initiative through the establishment of an efficient institutional steering mechanism with key representatives from the Euro-Mediterranean governments and other partners to provide overall guidance, review, monitoring and effectively coordinate with other related initiatives in particular the MAP's Strategic Action Programme (SAP) to address pollution from land-based activities (SAP MED)."*

The Horizon 2020 Steering Group (SG) has been established and national contact points identified. In addition there are contact points from a wide range of other stakeholders, including international organisations, and financial institutions, as well as representative networks of cities, local authorities, NGOs, business organisations etc. In line with the expansion to cover South Eastern Europe contact points have been requested for these additional countries and H2020 meetings can now be held in this region.

⁴ http://ec.europa.eu/environment/enlarg/med/pdf/038%20joint%20declaration_en.pdf

⁵ http://ec.europa.eu/external_relations/enp/index_en.htm

⁶ Directive 2008/56/EC of the European Parliament and of the Council of 17 June 2008 establishing a framework for community action in the field of marine environmental policy (Marine Strategy Framework Directive)

At the first meeting of the SG, held in Marrakesh in June 2007, agreement was reached on the Terms of Reference of the SG. This technical group now can provide a platform to discuss Euro-Mediterranean environment policy developments and offer overall guidance or advice to relevant Euro-Med forums. Its work focuses primarily on themes related to the implementation of Horizon 2020. Also at this first meeting a system of co-chairs was established (initially from Finland and Morocco), as a valuable signal that ownership and participation by all of the partners are essential to future success. The meetings of the SG are to take place annually and the second was held in Tunisia in June 2008. The Tunis meeting proved a valuable opportunity to take a coordinated view of progress in the initiative across the various themes and receive feedback and views from all of the partner countries and stakeholders. At this meeting, first steps were taken to monitor progress with each action from the Cairo road-map. A short progress report was presented.

The SG (subject to available resources) may create temporary sub-groups where there is a clearly identified need to address a specific issue. The SG authorised three temporary technical sub-groups on:

1. Pollution reduction
2. Capacity-building
3. Review, monitoring and research

Each of these groups has now been established and their activities are described later in this report.

2.2. The road-map

Annex 1 reviews the status of actions in the Cairo road-map that were scheduled for the period 2007-2009. Of the 27 actions, 10 are already complete and 17 can be considered as ongoing. Whilst this represents real progress, the ongoing actions still need to be monitored to ensure that the momentum of this early success is to be maintained.

2.3. The elements of Horizon 2020

2.3.1. Pollution reduction projects

At the Cairo Ministerial meeting of 2006, it was decided to focus on the three sectors considered to be responsible for up to 80% of pollution in the Mediterranean Sea, namely:

- municipal waste
- urban waste water
- industrial emissions

The primary aim of this component was to develop a pipeline of priority projects addressing key pollution sources and to make the link between the financial viability/ownership of projects and their regional environmental significance. The initial idea was first to identify regionally significant and bankable projects and then to give these projects strategic priority in order to push them forward to implementation. It was recognised from the outset that a crucial factor in determining the success of a project would be a high degree of ownership and financial backing for the projects from the financing authorities of the beneficiary country. A project would need approval from the national financing authorities and need to fit into the appropriate financing strategies of the partner country and financing organisation to have a realistic chance of implementation. Experience has shown that, whilst this strategic approach may appear time-consuming, ownership and bankability are two indispensable factors for success of infrastructure projects.

A wealth of analytical work had already taken place under the auspices of the Barcelona Convention and this was used as a solid basis on which to build a project pipeline. The National Action Plans (NAPs) developed under the Land Based Sources of Pollution (LBS) Protocol to the Barcelona Convention were used as a starting point for developing an initial pipeline. These NAPs were adopted at the Conference of the Parties to the Barcelona Convention in 2005 and represent the stated priorities of the countries concerned in tackling major polluting hot-spots in the Mediterranean. Under the guidance of the European Investment Bank (EIB) and in collaboration with the UNEP Mediterranean Action Plan (MAP) coordination unit⁷, a preliminary examination was made of the projects under the NAPs to determine a limited number of priority projects per country that appeared to have the best possibility of being bankable under the rules of the EIB. From an initial list of 131 projects, 44 were identified as having the highest potential of being bankable and the results were published in early 2008 as the Mediterranean Hot-Spot Identification Programme (MeHSIP) report⁸. Following publication, this work received a high level of interest both from the donor community and the media. Being both concrete and visible, this work contributed to the selection of "de-pollution" as one of the six key themes endorsed at the launch summit of the Union for the Mediterranean held in Paris in July 2008.

The MeHSIP results were shared amongst the H2020 participants and the first meeting of the pollution reduction sub-group was held in March 2008. As a result, a small group of donors (the so-called 'core group') have increased contacts and coordination on these projects. In this 'core group' the European Commission, the EIB, the French Development Agency (AFD), the German Development Bank (KfW), UNEP/MAP and the World Bank are working closely to further pursue the MeHSIP projects (and others linked to the UNEP/MAP work) and for some of those start preparatory work, such as, organising the financing. One possibility may be to try to use the opportunity offered by the European Neighbourhood Policy "Neighbourhood Investment Facility" (NIF)⁹ to provide further co-finance and catalyse investments in pollution reduction projects. Already there are signs of success with several projects having found their way into the NIF pipeline for 2008/2009. These are the Improved Water and Wastewater Services Programme (IWSP) in Egypt, the Keswran Waste Water Treatment Plant (WWTP) in Lebanon, the National Water Sanitation Programme (PNA) in Morocco, and rehabilitation of WWTPs and clean-up measures for the phosphate industry in Tunisia. Additional Horizon 2020 projects are already included in the NIF Pipeline 2010 (Hazardous Waste Egypt, Water Reuse Tunisia). Other sources of finance (IFIs, bilateral donors and national resources) will also be needed.

Following up on the initial MeHSIP report, the EC has provided EC budgetary funding through the FEMIP¹⁰ support fund, in order to finance €800,000 for the first phase of the MeHSIP PPF, which has been launched by the EIB to carry out the upstream work on project concepts (scoping/feasibility studies, etc.) so that the application process for future IFI loans is facilitated. The project will be carried out in two phases. Since March 2009, the first phase of the project (€800,000) is underway and if this proves successful a second phase may be undertaken, with possible EC budgetary funding through the FEMIP support fund, on a case by case basis. The necessary funds for this second phase are estimated to be up to €5.4 million. The project also aims to support implementation by treating broader issues linked to

⁷ Which provides the Secretariat to the Barcelona Convention

⁸ http://ec.europa.eu/environment/enlarg/med/pdf/mehsip_report.pdf

⁹ http://ec.europa.eu/europeaid/where/neighbourhood/regional-cooperation/irc/investment_en.htm

¹⁰ Facility for Euro-Mediterranean Investment and Partnership

the sectors addressed by the various projects (waste water, municipal waste or industrial emissions). This aspect will be covered in the larger second phase of the project.

With the extension of the Union for the Mediterranean to cover the coastal states of the Western Balkans, the Commission is now looking at how to carry out a similar exercise in those countries. The Commission is planning to review the hot spots identified by the coastal states of the Western Balkans as well as Turkey from their NAPs in order to assess their current situation¹¹ and in order to identify which of them need project preparation assistance, or need to be promoted as they are already bankable but no funds were earmarked for them. It should be noted that in addition to the NAPs there are several initiatives involving SEE coastal states which identified the priority environmental investment projects; such as the Priority Environmental Investment Programme (PEIP) or the Danube/Black Sea (DABLAS) Task Force. The challenge is to avoid duplication, ensure complementarity of the NAP hot spot reviews and maximise potential benefits of using instruments like the IPA Multi Beneficiary's Infrastructure Projects Facility (IPF). In addition it should be noted that the efforts of the Western Balkans coastal states and Turkey to align with EU environmental standards will bring about significant reinforcement of environmental protection measures that will also contribute to meeting the aims of Horizon 2020.

All of the actions outlined previously have been undertaken in order to establish the Horizon 2020 pipeline. So far the National Action Plans developed under the Land Based Sources (LBS) Protocol to the Barcelona Convention have been used to provide the majority of projects (except for Jordan as they are not party to the Barcelona Convention). However, as the pipeline is not set in stone but will evolve in line with developing initiatives, the intention is to leave the pipeline open to accept projects identified under other strategic processes. When the EU Water Initiative – Mediterranean Component begins to identify priority projects that are shown to be bankable, they can then be fed in to the pipeline at a later stage. Although different analytical frameworks may be used for the identification of projects it will be important that the priority projects retain a link to the regional pollution theme of Horizon 2020.

2.3.2. Capacity-building

At the Cairo Ministerial, capacity-building (at regional, national and local levels of administration) was recognised as a necessary complement to any infrastructure-based initiative. To date a number of capacity-building activities have been undertaken in the context of Horizon 2020. These include events such as the conference on municipal waste management in Marseille in November 2007 and the Integrated Pollution Prevention and Control (IPPC) seminar that was held with the UNEP/MAP Cleaner Production Regional Activity Centre (CPRAC)¹² at the JRC Institute of Prospective Studies in Seville in June 2008. The seminar covered the IPPC Directive¹³, Best Available Techniques Reference Documents (BREFs) and pollution prevention in Mediterranean countries.

The capacity-building activities have also included studies such as the needs assessment of NGOs in the Southern and Eastern Mediterranean region that was performed with the active collaboration of the NGO network ("Comité De Suivi") participating in the H2020 Steering Group.

¹¹ Examples of assistance in this framework are a UNDP project for identification and assessment of hot spots and a World Bank project on Integrated Coastal Zone Management and Clean-up both in Albania

¹² http://www.cprac.org/index_cast.htm

¹³ Directive 2008/1/EC concerning Integrated Pollution Prevention and Control

Although the LIFE-Third Countries programme came to an end in 2006 many projects are still running and the results are being made widely available through various means (publications, web-site, database etc.) as a contribution to capacity building. LIFE-Third Country results for a number of successful projects were presented at the Marseille Municipal Waste Management Conference¹⁴.

A regional support programme under the ENPI for €4.5 million programme is expected to begin in the second half of 2009 and run for three years. Its purpose is to support implementation of the Horizon 2020 Initiative through capacity-building and awareness-raising activities. It will also aim to promote integration of environment issues in the policies of other sectors such as transport and energy. The expected results of this programme include the strengthening of resources dedicated to environment protection at policy, legislation and institutional level, and the mobilisation and sensitisation of civil society in the partner countries.

In determining which capacity-building measures should be undertaken at regional level it is important to identify the added value of a regional action over a national or even local activity. To get a clearer idea of what regional activities should be undertaken and provide input for the programmers of the various assistance programmes of the European Commission and other donors, a Horizon 2020 sub-group was created to address the issue of regional capacity-building. The group was given the mandate by the Horizon 2020 Steering Group of identifying areas where a regional approach can have real added value. The first output from this group should be a two year work programme that should:

- identify the various target groups for capacity building (central ministries, municipalities, NGOs, private sector, etc.);
- for each target group, identify one or two priority actions that are needed;
- for each action, identify the possible sources of support to ensure implementation.

The activities identified should be complementary and consistent with other initiatives in the Mediterranean region that may be tackling similar or related issues. They should build upon the results of earlier capacity-building programmes such as SMAP and complement activities carried out at national level and in national assistance programmes.

The capacity-building sub-group met for the first time in December 2008 and work is underway to produce this first draft programme with the active input of the various stakeholders in the drafting exercise. This represents a good example of the kind of ownership that the Union for the Mediterranean seeks to promote with the European Commission associated with the work but not driving it.

2.3.3. Review, monitoring and research

In their Cairo declaration Euro-Mediterranean Environment Ministers undertook to *"take steps to develop national integrated environmental information systems to produce reliable, comparable and timely statistical data and information to support Horizon 2020 aims."*

To respond to this political demand the Cairo road-map called upon the *"EEA, in cooperation with relevant partners and based on existing and ongoing initiatives, to design a coherent indicator process and framework for regular indicator based analyses, including a "scorecard", to compare and measure progress."* The road-map called for H2020 to be monitored by means of:

¹⁴ http://ec.europa.eu/environment/enlarg/med/2007_marseille_en.htm

- *"Five yearly reports on the state of the environment in the Mediterranean Sea based on an agreed set of indicators in line with progress in the context of European Marine Monitoring and Assessment (EMMA) and the national and regional diagnosis carried out by the Mediterranean Marine Pollution and Research Programme (MEDPOL) under the Barcelona Convention.*
- *Biennial synthesis progress report focussing on country profiles in line with UNEP/MAP's work programme."*

Hence, the road-map defined the principle outputs of this element of Horizon 2020.

In the immediate aftermath of the Cairo meeting, the European Commission organised a series of preparatory meetings with the European Environment Agency (EEA) and UNEP MAP, who have much of the expertise (and information) that would be needed in order to devise a Shared Environmental Information System (SEIS) for the Mediterranean. The EC is ready to provide €2.5 million from the ENPI to support the initial steps in the development of such a system. As two key players in the field, the EEA and UNEP/MAP have developed a joint work programme whose implementation will make a significant contribution to streamlining Mediterranean reporting activities.

The EEA has already been active in the candidate countries and potential candidates of the EU (with Turkey being a member of the EEA since 2001) and this should enable the smooth integration of the coastal states of the Western Balkans into the H2020 monitoring activities.

The EMMA meetings have been superseded by the entry into force of the Marine Strategy Framework Directive. EU activities relating to indicators of the status of the seas around Europe, including the Mediterranean, are now carried out in the framework of the Common Implementation Strategy of the MSFD, in the working group on data, information and knowledge exchange¹⁵. This forum is open to stakeholders (including regional sea conventions such as the Barcelona Convention) and interested non-EU partner countries and will be held periodically.

The 2007 INSPIRE Directive¹⁶ imposes obligations on EU Member States bordering the Mediterranean concerning interoperability, accessibility and sharing of spatial data. The possibility of using INSPIRE principles for the development of a Mediterranean Environmental Information System could be discussed with non-EU partner countries in the Horizon 2020 monitoring sub-group.

Following the Cairo ministerial there were a number of preparatory meetings between the Commission, the EEA and MAP to try to come to a first view on how work should proceed and facilitate agreement at the first meeting of the "Review, Monitoring and Research Sub-group". Following these preparations the first meeting was held in Athens in October 2008. With the EEA chairing the meeting it was attended by a wide range of stakeholders linked to monitoring the state of the environment in the Mediterranean. The meeting agreed to finalise an overview of the available data, information and main institutions involved in the Mediterranean region. As a practical way to proceed it was agreed to create three informal working parties to operate by means of e-mail to make progress on specific tasks. They are:

WP 1: Development of pilot biennial report and scorecard

WP 2: Pilot investigation to develop a composite environmental indicator for the

¹⁵ First meeting was held on 17 June 2009 in Brussels

¹⁶ Directive 2007/2/EC of the European Parliament and of the Council of 14 March 2007 establishing an Infrastructure for Spatial Information in the European Community (INSPIRE)

Mediterranean;

WP 3: Making links to research activities.

On the research side, as regards dissemination of results, a number of activities have already taken place (i.e. the Marseille conference). The Commission will do more to make the results of research programmes available to a wider audience. Regarding future actions, a topic on industrial emissions serving the aims of Horizon 2020 was included in the *2010 work programme of the Environment (including climate change) Theme of the Seventh Research Framework Programme*, namely "Integrated Pollution Prevention and Control of industrial emissions in the Mediterranean region". The proposals submitted under this topic should aim to:

- (1) assess the scope for preventive and abatement technologies based on best available techniques in key industrial sectors with significant local or regional negative impacts on human health and the environment in the Mediterranean region; the most promising industry sectors with the highest environmental benefit potential will be identified for further study;
- (2) adapt relevant information from the European BAT reference documents, to document and support the implementation of the techniques and sectors previously identified, taking particular account of the regional and local conditions to guarantee the effective prevention and reduction of industrial emissions;
- (3) produce communication material to disseminate information on those techniques among public authorities and industrial operators. This action addresses Mediterranean partner countries, and in particular the North-African ones.

Horizon 2020 has established links to two important research networks, MIRA¹⁷ and MELIA¹⁸.

The Mediterranean Innovation and Research Co-ordination Action (MIRA) project aims to promote policy dialogue on research between the EU and the Mediterranean Partner Countries (MPC). One of the objectives of MIRA is to propose topics of common interest in RTD for the EU and the MPC to be developed under the 7th Framework Research Programme (FP7). The Research Framework Programme of the EU has funded several projects on environmental research which are either designed for the Mediterranean region or have a broader geographical interest but included Mediterranean researchers in their research consortia. They cover a broad spectrum of issues from pollution climate change, natural hazards, water management, and desertification to cultural heritage. For example the project CIRCE (2007-2011) was approved within the FP6 Global change and ecosystem priority to assess the climate change impacts in the Mediterranean area. CIRCE research activities include future changes in the water cycle, agriculture and ecosystems, air quality and impacts on health.

In the water sector the MELIA project is a Coordinated Action (CA) aimed at the establishing a strategic dialogue with other ongoing or past research projects that deal with Integrated Water Resources Management (IWRM) and other target objectives, and between research centres, governments, regulators, users and providers, in the field of Integrated Water Resources Management. In revising its work programme MELIA will create a Work Group to study scientific needs for implementation of Horizon 2020.

¹⁷ <http://www.miraproject.eu/>

¹⁸ <http://www.meliaproject.eu/>

In addition to MELIA project, links with some other strategic network in the field of water, like the ongoing FP6 ERA-NETs IWRM-NET¹⁹ on Integrated Water Resources Management, CRUE²⁰ on flood protection, CIRCLE²¹ on climate change and the Water Supply and Sanitation Technology Platform²² should be also established to avoid duplication and benefit for similar work already undertaken by those networks. Moreover, the possibilities offered by the internet platform WISE-RTD²³ developed in the context of FP5 and FP6 RTD projects for consolidating experiences in water management research and applications should be further explored in Horizon 2020. Finally, recently finalised FP6 projects on water scarcity mitigation (AQUASTRESS²⁴), methodologies for water resources management and adaptation to climate change (NEWATER²⁵), desalination technologies (MEDINA²⁶ and MEDESOL²⁷), water reclamation technologies (RECLAIM WATER²⁸) and the control of pollutants at source in urban areas to reduce the presence of priority pollutants in wastewater and rainwater flows (SOCOPSE²⁹) should be also considered.

3. CHALLENGES STILL TO BE OVERCOME

During the early years of Horizon 2020 a number of difficulties were encountered. While efforts were made to overcome these challenges there are likely to remain threats of varying degrees throughout the lifetime of this and other initiatives. These could slow down or disrupt efforts. The factors most frequently cited by participants in H2020 activities are the following:

- **Coordination**

With many actors present in the region, coordination between and among them has proved to be a challenge. One of the underpinning approaches of Horizon 2020 has been to encourage the involvement of all stakeholders and significant efforts have been made to improve matters through the H2020 working groups and through closer contacts between the various EU bodies (EEA, EIB etc.) and UNEP/MAP. As a key partner, one of the main roles of UNEP/MAP is to support the contracting parties in implementing the Barcelona Convention. The benefits to the Mediterranean environment that full implementation of the convention would bring are in complete alignment with the aims of Horizon 2020. The Commission is currently working with UNEP/MAP to ensure coordination between implementation of the Horizon 2020 and the MAP work programme to implement the Barcelona Convention. Implementation of the European Commission EC-MAP Joint Work Programme and the European Environment Agency EEA-MAP Work Programme will make a significant contribution to strengthening coordination.

The progress made in both the pollution reduction and monitoring components of Horizon 2020 is a promising start, but much remains to be done. Links have been developed with other key initiatives and groupings within the region, such as the EU Water Initiative – Mediterranean Component.

¹⁹ <http://www.iwrm-net.eu/>
²⁰ http://www.crue-eranet.net/about_CRUE.asp
²¹ <http://www.circle-era.net/>
²² <http://www.wsstp.eu/site/online/home>
²³ <http://www.wise-rtd.info/>
²⁴ <http://www.aquastress.net/>
²⁵ <http://www.newater.info/>
²⁶ <http://medina.unical.it/>
²⁷ <http://www.psa.es/webeng/projects/medesol/index.html>
²⁸ <http://www.reclaim-water.org/>
²⁹ <http://www.socopse.eu/>

On 22 December 2008 the Euro-Mediterranean Ministerial Conference on Water held in Jordan agreed to the preparation of a Mediterranean Water Strategy (MWS) to be approved at a ministerial meeting to be held in 2010. One of the two main goals of the MWS (in addition to the goal of balancing between the quantity of water used and the quantity of water available including mitigating and preventing the consequences of droughts and water scarcity) is the conservation of water quality including the prevention of further deterioration of water resources. The Strategy should also include both measurable qualitative and quantitative objectives. The declaration also highlights, together with other key developments, the launching of the Horizon 2020 programme in Cairo in 2006. There are clear links between the development of this strategy and Horizon 2020 as the successful development and implementation of the strategy will indirectly support the aims and goals of Horizon 2020. To support the implementation of both H2020 and the MWS, €2 million has been allocated from the Regional ENPI South envelope (2009/2010).

Action: The recently established meeting structure of Horizon 2020 and the various networks of contact points will be used to improve coordination amongst key players in the region. Close links will be maintained with related actions and initiatives and in particular the follow-up to the Euro-Mediterranean Water Ministerial Meeting held in Jordan in December 2008.

- **Awareness and communication on financing sources**

Southern partners have stated in Horizon 2020 meetings that they do not always have a clear picture of what assistance is available from the donor community or the levels of assistance. The view has been expressed that a mismatch exists between the project needs identified and the programming of assistance. If this is the case, given the lead role of partner countries for indicating priorities, this would seem to indicate a need for streamlining of prioritisation processes and better country-led donor coordination within partner countries. On the other hand, significant sums of assistance have gone to the region in recent years. This is not just from Commission instruments but also from bilateral donors and it seems clear that the overall magnitude is not made sufficiently visible. There remains a need for a significant and ongoing effort to communicate actions and their results, and to increase awareness of levels of assistance and mechanisms to access this assistance.

Action: Particular attention will be paid in Horizon 2020 activities to providing a full overview of past and future support. Future support projects should contain a communication component to ensure that a full picture can be maintained.

- **Political priority**

Partner countries often find it difficult to give environment the political priority it deserves when faced with often seemingly competing problems such as health, youth unemployment, etc. Developing economies such as China are becoming more active in the region and the lack of environmental conditionality attached to their wider assistance programmes often make them more attractive to partner countries in the short-term.

The majority of assistance from the European Community is concentrated through the bilateral assistance programmes. It is therefore essential that national environmental authorities gain the support of the appropriate national authority for assistance programming, to ensure that their environmental priorities are considered in the dialogue with the European Commission on the national envelope of assistance.

Initial studies were carried out under the Mediterranean Environmental Technical Assistance Programme (METAP) to estimate the costs of environmental degradation. They estimated the

economic costs of failure to protect the environment and have proved useful in communicating with policy-makers.

Action: The Commission is launching a project to improve assessment and awareness of the societal benefits of environmental improvement and hence political support for environmental policies that will cover ENP countries. Building on previous and ongoing work, this project will finalize and apply to all of the countries of the ENP a methodology to assess the societal benefits of environmental protection and rising environmental standards. It will aim to:

- achieve improved understanding and awareness of the economic and social benefits of environmental improvement
- improve the capacity of beneficiary countries to assess the economic and social benefits of environmental improvement and integrate environmental considerations into wide policy development
- improve the capacity of beneficiary countries to set strategies and prioritise convergence of their environmental policies and legislation with those of the EU under the ENP Action Plans and the EU-Russia Common Economic Space road-map.

On completion of the project the Commission will ensure that results are disseminated to the right audience in order to provide decision-makers with a more complete picture when considering the need for and benefits of environmental protection.

- **Absorption capacity**

In the Mediterranean, as in other regions, limited capacity (administrative, technical and/or other) to absorb the funds disbursed rather than lack of motivation is often cited as a reason for difficulties with project implementation.

Action: A number of support measures have been targeted at strengthening administrative capacity (including those that would increase their capacity to make timely use of the assistance channelled to the region). The TAIEX instrument is now operational in the ENPI region to assist the transfer of know-how and expertise from the EU to partner countries.

The Commission will also improve articulation between Horizon 2020 and the bilateral assistance programmes of the ENPI and the Instrument for Pre-Accession – IPA –as these programmes (rather than region or global programmes) contain the bulk of Community assistance.

While these measures will not remove the problem completely they are likely to soften its negative impact on implementation.

4. CONCLUSION

There has been positive progress since the Euro-Mediterranean Environment Ministers met in Cairo in November 2006. All the actions in the road-map for the current period have been started, and a significant number have been completed.

The structures and mechanisms of Horizon 2020 have been put in place and have begun operation, while efforts have been stepped up to ensure cooperation between the various partners. The first pollution reduction projects are emerging from the pipeline, a monitoring system is being devised and support for capacity-building is about to be launched.

The various components of Horizon 2020 have advanced at varying speeds but this is to be expected given the differing nature of the components. The pollution reduction component has been able to make rapid progress thanks to the good basis of preparatory work that was

already available from the work under the MAP. The capacity building component did not have this advantage and is more complex by nature. The objectives of the research component are medium to long-term and so early results are not expected. The monitoring component relies on establishing cooperation between the various institutional entities responsible for elements of a monitoring system in the Mediterranean.

This progress has been possible only because of the willingness of all stakeholders to work together to achieve the common goal of protecting the Mediterranean. This positive approach has helped multiply the effect of limited resources as partners work to their particular strengths and areas of expertise.

The arrival of the Union for the Mediterranean has given an important political boost to Horizon 2020 actions and may well generate additional financial resources in the future.

While this progress is welcome it should not divert attention from the fact that the environmental threats to the Mediterranean remain. The pressures that drove ministers to launch the initiative are still there, and may now be even greater, so there is no room for complacency. This first phase is only the first step and this early momentum must be built upon to ensure that improvements become measurable and sustainable.

However the message from the Ministers can be positive. Horizon 2020 proves that when stakeholders work together they are much more effective. The last three years may have been only the start, but it is a positive start and it bodes well for the future.

ANNEX I – STATUS OF ACTIONS FROM THE CAIRO ROAD-MAP

This Annex gives the current state of play for each of the actions in the timetable agreed by Euro-Mediterranean Environment Ministers in Cairo in November 2006.

Each action along with its original date from the timetable is given below with a short statement on its current status as of June 2009.

Of the 27 actions agreed for the current period all can be considered as underway (17 actions) or completed (10 actions). It should be underlined that this is only the first phase of the initiative. It still has 11 years to run.

1. ACTIONS

1.1. Pollution Reduction Projects

2007:

- FEMIP³⁰ - European Investment Bank(EIB)/World Bank to bring existing project portfolios under Horizon 2020 and work with donor countries, relevant institutions of the Mediterranean Action Plan (MAP) and other relevant groupings to identify those projects having the largest impact on Mediterranean pollution levels (priority projects) including upstream and downstream pollution across the Mediterranean Region. Particular attention will be paid to the projects included in the National Action Plans of the Strategic Action Programme to address pollution from Land Based Sources (SAP MED) and to the most pertinent bilateral donor projects in partnership with local communities, non- governmental organisations (NGOs), Mediterranean institutions etc.

Status: The EIB work on the Mediterranean Hot-Spot Identification Programme (MeHSIP) has been the first step to the development of the H2020 pipeline. The follow-up is now well under way and will be monitored by the pollution reduction sub-group. Further steps are being taken to extend activities to cover the coastal states of the Western Balkans and Turkey following the launch of the Union for the Mediterranean.

DONE✓

- The Commission shall call a meeting of donor organisations to coordinate actions related to pollution reduction projects.

Status: A meeting of bilateral donors took place on 12 March 2008 prior to the first meeting of the Horizon 2020 pollution reduction sub-group. Further coordination meetings will be held using the core group of donors established at the first meeting of the pollution reduction sub-group.

DONE✓

2008 onwards:

- Partners to update information on the major upstream and downstream pollution sources (the Barcelona Convention 'Hot Spots') and feed this information back into subsequent development of the project pipeline.

Status: Carried out in the first instance under the MeHSIP and will now need to become a regular action driven by the MAP contacts.

DONE✓

- Project preparation assistance to preferentially target priority projects.

³⁰ Facilité euro méditerranéenne d'investissement et de partenariat

Status: Ongoing through donor programming exercises In March 2009 the MeHSIP Project Preparation and Implementation Facility became operational providing grant assistance to prepare projects for EIB loans. The Neighbourhood Investment Facility (under the European Neighbourhood and Partnership Instrument) is now available to provide catalytic grant assistance to projects identified through H2020. ONGOING

- Horizon 2020 measures to be considered in programming the European Neighbourhood and Partnership Instrument (ENPI) alongside other measures included in the Commission Communication³¹ establishing an Environment Strategy for the Mediterranean.

Status: Numerous references to H2020 in the programming documents. DONE✓

- Further development of project pipeline.

Status: To take place in follow-up to MeHSIP. Group of core donors established as follow-up to bilateral donors meeting on 12 March 2008. This group is exchanging information on projects and examining the possibilities for financing under the NIF. ONGOING

1.2. Capacity-building measures

Capacity-building measures will be identified on the basis of the European Neighbourhood Policy (ENP) and its adopted Action Plans, as well as within the ongoing work conducted in the framework of the EU Water Initiative (EUWI)/Water Framework Directive (WFD) Joint Process, taking due account of the lessons from the review of integrated water resources management research and practice³². Further measures will be identified in the country strategy papers that the European Commission, the international financial institutions (IFIs) and other donors adopt to guide their cooperation/assistance to Mediterranean partner countries.

2007:

- Based on analysis, identification of priority needs in capacity building measures across sectors and stakeholders by all partners taking into account the ENP and its Action Plans as well as previous identification work such as that carried out by the Short and Medium-Term Priority Environmental Action Programme (SMAP), MAP, the EUWI, the MEDA Water Programme, etc.

Status: The first meeting of the capacity-building sub-group took place in December 2008 and work is ongoing within this group to develop an overall picture of regional needs and a small number of priority capacity-building actions for specific target groups. This work will be made available to all partners to feed into both donor assistance programmes and actions to be addressed using own resources. ONGOING

- European Commission to start implementing initial capacity-building measures using the ENPI and the Technical Assistance and Information Exchange Instrument (TAIEX) facility targeted on ENP Action Plan measures.

Status: TAIEX is now active in the ENP region and several TAIEX actions targeted on environment have already taken place. DONE✓

³¹ COM (2006) 475 final 5 September 2006
³² <http://ec.europa.eu/research/water-initiative>

- The new operational phase of the MAP Programme for the Assessment and Control of Pollution in the Mediterranean region (MED POL) programme, Phase IV programme, adopted by the Contracting Parties to the Barcelona Convention.

Status: This was completed at the Conference of the Parties in 2008. DONE✓

- MAP to begin to develop appropriate capacity-building measures through the *InfoMAP* Programme run by the information and communication centre of the Barcelona Convention (*InfoRAC*).

Status: MAP has developed capacity-building measures through MEDPOL and CP-RAC which has designed and is conducting training activities for the Industrial, Private, and University sectors among others with the objective to reduce Industrial Pollution. Specifically capacity-building and training activities carried out by CP-RAC focused on the application of Best Available Techniques (BAT) and Best Environmental Practices (BEP) in different polluting Mediterranean industrial sectors and the implementation of the IPPC, with a special focus on Eastern and Southern Med countries for which the Centre held capacity-building workshops in 2006 (Adriatic countries), 2007 (Bosnia-Herzegovina) and 2008 (Southern and Middle East countries). CP-RAC will continue developing training activities during 2009 with some funds already committed in CP-RAC's Business Plan for 2008-09. ONGOING

- Development of curricula by partner countries for future water managers, to enable constructively engaged integrated water resources allocation and management.

Status: At the H2020 Steering Group meeting in Tunis in June 2008 it was decided that Greece would investigate the possibility of a co-ordinated action by the Mediterranean Component of the EU Water Initiative (EUWI) for the development and implementation of capacity-building activities on water related issues addressed to water managers, in particular in the field of integrated water resources allocation and management. Since then, the Euro-Mediterranean Water Ministers have met in Jordan in December 2008. The follow-up to that meeting includes actions linked to a regional approach to integrated water resource management. This follow-up may be a suitable vehicle to pursue this action. ONGOING

2007-2008:

- EMP countries not having already done so to ratify the amended Barcelona Convention and its main protocols.

Status: Montenegro has ratified the Barcelona Convention as well as four Protocols - Prevention and Emergency, Hazardous Waste, SPA/Biodiversity and the Amended LBS. Lebanon has informed the Secretariat of the Barcelona Convention that it has accepted the amendments to the BC pending notification from the depositary. Croatia has accepted the amendments to the LBS Protocol. Syria has ratified the Prevention and Emergency Protocol and accepted the amendments to the Dumping, and Land Based Sources Protocols. The amendments to the LBS Protocol have now entered into force having reached the required number of acceptances. Action needed by other partner countries. ONGOING

- Partners to advance with implementation at national level of the National Action Plans that they have prepared under the Land Based Sources (LBS) Protocol of the Barcelona

Convention, in accordance with the deadlines specified in the plans and the objectives of paragraph 2.7³³ of the Mediterranean Strategy for Sustainable Development (MSSD).

Status: A soft monitoring system for the follow up and evaluation of the status of implementation of NAPs in each country is under preparation by MED POL. MED POL has closely worked with EIB in the framework of MeHSIP. The new GEF Strategic Partnership is now active and will contribute to the implementation of the national actions listed in the NAPs. ONGOING

- Progress with the capacity-building elements of the first ENP Action Plans with Israel, Jordan, Morocco, Palestinian Authority and Tunisia to be assessed in the context of the ENP implementation reports. Follow-up to be organised within the ENP.

Status: The latest progress reports on the implementation of the ENP (published in April 2009) gave an assessment of the state of play of the progress with the Action Plans. DONE✓

- Further dissemination action of the EU's Best Available Techniques Reference Documents (BREFs) in the context of the joint MAP/European Commission work programme.

Status: An EC/CP-RAC workshop on "Integration of pollution prevention and control in the industrial permit system of Mediterranean countries (from Africa and Middle East)" took place at the European IPPC Bureau at the Institute for Prospective Technological Studies in Seville (Spain) on 25/26 June 2008. DONE✓

- Actions to enhance environmental governance to be considered in the negotiation and review of ENP Action Plans.

Status: Egypt, Israel, Jordan, Lebanon, Morocco, Palestinian Authority and Tunisia have now chosen to develop their relations with the EU by adopting ENP Action Plans. These are reviewed as they approach expiry and actions to enhance environmental governance are considered in this context. ONGOING

2008 onwards:

- Partner countries to report on progress in implementing the Euro-Mediterranean Strategy for Environmental Integration, whose framework was adopted at the declaration of the 2nd Conference of Euro-Mediterranean Environment Ministers in Athens in July 2002 (through Euro-Mediterranean sub-committees where they have been initiated).
- Partner countries to issue progress reports on steps taken to implement the MSSD.
- Present summary progress report on the Euro-Mediterranean Environmental Integration Strategy to the regular meeting of the Euro-Mediterranean Foreign Ministers.
- Setting and implementing national action plans (within regional context) to meet the needs identified in 2007 by all partners with potential assistance from EU countries to Mediterranean Countries where possible and through genuine partnerships (e.g. twinning projects, NGOs partnering, etc).

Status: At the H2020 Steering Group meeting in Tunis in June 2008 the view was expressed that the Mediterranean Strategy for Sustainable Development had taken over as a better placed forum to deal with these issues. MAP was asked to report back to the

³³ Promoting sustainable management of the sea and coastal zones and taking urgent action to put an end to the degradation of coastal zones

next meeting as to whether the "integration" items can be considered to have been overtaken by developments in the MAP framework of activities and if so, how could it be dealt with in this new framework and linked to H2020. **ONGOING**

- Organisation of a seminar by the Commission in conjunction with partner countries and institutions on integrated pollution prevention and control (IPPC).

Status: An EC/CP RAC workshop on "Integration of pollution prevention and control in the industrial permit system of Mediterranean countries" took place at the European IPPC Bureau at the Institute for Prospective Technological Studies in Seville (Spain) on 25/26 June 2008. **DONE✓**

1.3. Research

2007 – 2013:

- The 7th Framework Programme for research of the EU enters into implementation. It will be open to participation of third countries' research institutions.
- Review and update of existing lists of priority needs in research related to the Horizon 2020 initiative in collaboration with MAP and its Activity Centres, as well as research institutions and networks in the Mediterranean area. These priorities to be considered for inclusion in relevant calls for funding of research projects.
- Diffusion of information on regular calls for proposals for research projects to be funded under the 7th Framework Programme (FP).
- Results of EU research relevant to the Mediterranean environment to be made available to Horizon 2020 partners.

Status: The research actions are of a longer term nature. With respect to dissemination of results a number of activities have already taken place (i.e. the Marseille conference) but the Commission is undertaking further efforts to make the results of research programmes available to a wider audience. With respect to future actions, under the 7th Framework Programme for activities concerning international cooperation, the Environment theme in the 2010 Work Programme is likely to include activities targeted to Mediterranean countries and in line with the Horizon 2020 initiative. **ONGOING**

1.4. Review and Monitoring

2007:

- Establish the Steering Group for the Horizon 2020 initiative and hold the first meeting. The Steering Group will adopt its Terms of Reference (ToR) drawing upon on the preparatory work done in the ad hoc SMAP Working Group during 2006.

Status: The first meeting was held in June 2007 in Marrakesh and the Terms of Reference were agreed as required. **DONE✓**

- All partners, taking account of existing initiatives in particular the MEDPOL programme, European Marine Monitoring and Assessment (EMMA), and European Environment Agency (EEA) country scorecard analyses, to consolidate monitoring data and indicator processes to support the regular review of the initiative.

Status: As a first significant step forward the first Horizon 2020 monitoring sub-group took place in Athens in October in October 2008. It was chaired by the European Environment Agency and all of the major organisations participated. **ONGOING**

- MAP to build on existing information and communication initiatives to create multi-sector information and communication partnerships to promote the “key contents” of Horizon 2020 at the regional level.

Status: MAP is developing a Mediterranean Information System on Sustainable Development in order to answer to the needs of the internal and external users, while involving all the MAP components and being based on a broad network of environmental, economic and social data sources. ONGOING

From 2008 onwards:

- EEA, in cooperation with relevant partners and based on existing and ongoing initiatives, to design a coherent indicator process and framework for regular indicator based analyses, including a “scorecard”, to compare and measure progress. Key indicators to be tested.

Status: A set of key indicators was proposed by MAP (Blue Plan and MEDPOL) to the first monitoring subgroup meeting in Athens in October 2008. Further contacts are being taken between MAP and the EEA to determine the next steps to be taken. ONGOING

- At intermediate dates the initiative will be monitored with the production of:
 - Five yearly reports on the state of the environment in the Mediterranean Sea based on an agreed set of indicators in line with progress in the context of EMMA and the national and regional diagnosis carried out by MEDPOL
 - Biennial synthesis progress report focussing on country profiles in line with UNEP/MAP’s work programme.

Status: A sustainable development outlook for the Mediterranean has been produced by the Blue Plan for the Union for the Mediterranean Summit in Paris, on July 13th, 2008. Furthermore, MAP is preparing its next report on the environment and sustainable development in the Mediterranean to be published in 2009, including issues related to pollution and de-pollution. Synopsis and work plan to be adopted before the end of this year. The European Environment Agency is working towards its State of the Environment Report (SOER) for 2010. The monitoring sub-group will coordinate between the various partners to ensure that all of the available data is drawn upon to produce the regular reports called for in the road-map. Regarding EMMA, EU activities relating to indicators of the status of the seas around Europe, including the Mediterranean, are now carried out in the framework of the Common Implementation Strategy of the MSFD. ONGOING

- All countries to provide regular data and information on pollution sources and levels to allow preparation of monitoring reports.

Status: Ongoing within the MAP structure and results/problems will be discussed within that structure. ONGOING

- All countries to prioritise pollution sources according to the pollutants and activities included in the European Pollutant Release and Transfer Register (PRTR) or the Protocol on PRTRs to the UN/ECE Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters (Aarhus Convention).

Status: MEDPOL already launched 4 PRTR pilot projects in Egypt, Syria, Morocco and Turkey to be extended to cover the whole coastal areas in 2008. ONGOING

- Commission in collaboration with MAP to develop communication and information campaign to publicise the initiative.
- Include Horizon 2020 and its goals in the MED Day Programme (regional information and communication campaign involving institutions, private sector and civil society) to enhance the visibility of the Initiative and promote public awareness.

Status: These last two actions have been delayed due to the recent uncertainty over InfoMAP. This uncertainty is in the process of being resolved and the actions should be completed albeit with some delay. The MED Day action may need to be re-visited depending on when the day is to be held. ONGOING