

www.greenpeace.org

Mediterranean Marine Governance

**A vision for a
sustainable future**

GREENPEACE

Defending Our Oceans

Mediterranean Marine Governance

**A vision for a
sustainable future**

Contents

Introduction	3
Minding the gaps.....	4
The existing patchwork of policies that is failing the Mediterranean marine environment	4
Looking ahead	6
Building an integrated governance model for the Mediterranean Sea	7
A Plan of Action towards an improved regional governance system for the Mediterranean	8
A) Short-term measures	8
B) Medium-term measures	11
C) Long-term governance reform	13
Conclusions	14

Published in October 2009
Greenpeace International
Ottho Heldringstraat 5
1066 AZ
Amsterdam
The Netherlands
www.greenpeace.org

*Cover image: A school of damselfish (Chromis chromis)
swim over boulders in the Mediterranean*
© Greenpeace / Roger Grace

Greenpeace is calling for the closure to all dangerous cargo shipping and for the creation of a marine reserve in the Bonifacio Strait, lying between Corsica and Sardinia, an area of high marine biodiversity.
© Greenpeace / Paul Hilton

Introduction

1

A shift towards an integrated, reliable and effective governance system is essential if we are to reverse the current downward spiral of the Mediterranean marine environment

The Mediterranean Sea: a rich, diverse and complex environment, it is home to many unique species and important habitats. While it covers only about 0.7% of the Earth's marine surface, it hosts around 9% of global marine biodiversity. For decades it has been impacted by excessive and destructive fishing, pollution, coastal destruction and – increasingly - climate change.

Much of the environmental degradation in the Mediterranean is the result of overuse, but this is compounded by the failure to create and implement effective marine governance. Mediterranean states have pledged to have a network of protected areas in place by 2012. With less than three years to go before meeting this deadline, less than 1% of the Mediterranean Sea is properly protected; sensitive marine habitats and species are left vulnerable to degradation through pollution and overexploitation.

The collapse of bluefin tuna populations is a prime example. States and the responsible regional fisheries management body, the International Commission for the Conservation of Atlantic Tunas (ICCAT), have allowed the exploitation of the stocks while failing to protect its spawning and nursery areas, despite increasingly urgent advice from scientists to drastically lower catch limits and fleet capacity.

A similar plight is shared by swordfish, sharks and other marine creatures. Wherever we look – at the corals of the deep sea, or the dolphins, seals or turtles around our shores - Mediterranean biodiversity is rapidly declining.

Greenpeace has been working to protect the Mediterranean for almost 30 years. Never has there been such a large consensus between decision-makers and stakeholders on the need for integration of marine and maritime policies.^{1,2} Greenpeace believes that a shift towards an integrated, reliable and effective governance system - to fill the existing governance and implementation gaps - is essential if we are to reverse the current downward spiral of the Mediterranean marine environment.

This report outlines our proposal for a new direction in Mediterranean marine governance. It presents a number of short, medium and long-term measures towards achieving long-lasting recovery and protection of Mediterranean ecosystems and describes a reform process that would culminate in a more coherent and interdependent, multilateral agreement and convention system.

1 http://intranet.iucn.org/webfiles/doc/IUCNPolicy/Resolutions/2008_WCC_4/English/RES/res_4_064_integrated_coastal_management_in_the_mediterranean_the_barcelona_convention.pdf

2 <http://europa.eu/rapid/pressReleasesAction.do?reference=MEMO/09/387&format=HTML&aged=0&language=EN&guiLanguage=en>

Minding the gaps

2

The existing patchwork of policies that is failing the Mediterranean marine environment

Mediterranean governance is characterised by a patchwork of legal and jurisdictional regimes that establish competencies on different issues and in different parts of the sea, from coastal waters and territorial seas to ecological and fisheries protection zones and the international waters of the high seas. Unlike in other maritime regions, Mediterranean coastal States have not (yet) declared Exclusive Economic Zones (EEZ), which means that around half of the Mediterranean is beyond the jurisdiction of any individual Mediterranean State.

The responsibilities for the management of activities and marine protection in the Mediterranean are shared and, as a rule, are taken forward by regional organisations and agreements. The co-existence of a large number of supranational management and conservation regimes, which rarely work in concert, creates an unclear legal environment, resulting in loopholes that are inevitably abused.

Moreover, the division of marine and maritime governance into conservation on the one hand and management on the other, and further sector-specific management divisions, hamper the formulation of a common, coherent vision and action that supports biodiversity conservation and sustainability.

Within this kaleidoscope of governance, political pledges are made but rarely delivered. Mediterranean governments, among others, have already agreed to protect the most sensitive marine species, reduce pollution and set aside marine protected areas to protect sensitive habitats and important spawning, nursery and feeding areas. They have also agreed to sustainably manage Mediterranean fisheries resources and put in place the necessary measures to monitor, control and enforce relevant maritime rules. In the case of EU countries, Mediterranean coastal states have further committed to achieving a good environmental status of Mediterranean marine waters by 2020³.

³ This is the objective of the EU Marine Strategy Framework Directive (2008/56/EC)

Bluefin tuna cage being towed by the Vito Manciaracina, an Italian registered trawler, in the central Mediterranean Sea. © Greenpeace / Gavin Parsons

Almost none of these pledges are being significantly acted upon and governments can dodge responsibility by hiding behind the inaction of the multiple fora and organisations of which they may or may not be members.

The gaps in implementation are particularly evident in relation to biodiversity protection, especially in areas beyond national jurisdiction. The Protocol for Specially Protected Areas and Biological Diversity (SPA/BD)⁴ of the Barcelona Convention (BARCON) entered into force 10 years ago, in 1999. It is the Mediterranean's main tool for implementing the provisions of the Convention for Biological Diversity for in situ sustainable management of coastal and marine biodiversity. Since 1999, only one so-called Specially Protected Area of Mediterranean Importance (SPAMI), the Pelagos Sanctuary for Mediterranean Marine Mammals, has been established in international waters.

However, the Pelagos Sanctuary is hardly a fitting example of well-managed protection. Situated between France, Monaco and Italy, it continues to suffer the consequences of fragmented management and lack of enforcement. The whales and dolphins for which the sanctuary was created can only be effectively protected if measures are taken to reduce the impacts from shipping (such as collisions and noise), fishing (such as incidental killings in nets and decreasing prey populations) and pollution (including noise pollution), and if these measures are then properly enforced. Governments would need to ensure that this happened within institutions such as the International Maritime Organisation (IMO), the General Fisheries Commission for the Mediterranean (GFCM), ICCAT and the EC, and then deliver a plan of responsibility for monitoring and enforcement.

None of this has been done.

Governments can dodge responsibility by hiding behind the inaction of the multiple fora and organisations of which they may or may not be members.

A number of regional organisations, agreements and initiatives currently coexist in the Mediterranean:

- ***the Barcelona Convention system, including its seven implementing protocols and the United Nations Environment Programme (UNEP)'s Mediterranean Action Plan***
- see www.unepmag.org;
- ***the Agreement on the Conservation of Cetaceans in the Black Sea, Mediterranean Sea and contiguous Atlantic area (ACCOBAMS)***
- see www.accobams.org;
- ***the General Fisheries Commission for the Mediterranean (GFCM)*** - see www.gcfm.org;
- ***the International Commission for the Conservation of Atlantic Tunas (ICCAT)***
- see www.iccat.org;
- ***other law-of-the-sea and FAO-related agreements and instruments, such as the FAO Compliance Agreement;***
- ***rules and agreements that fall under the International Maritime Organisation (IMO), including, for instance, the London Convention and Protocol and the Convention for the Prevention of Pollution from Ships (MARPOL);***
- ***the Convention on Biological Diversity and other biodiversity-related agreements and conventions, such as the Bern Convention;***
- ***the EU's sectoral and environment policies; and***
- ***regional programmes and initiatives, many of which include an environmental element, such as the EU Mediterranean Strategy, the Union for the Mediterranean, and the EU's neighbourhood policy.***

4 http://195.97.36.231/dbases/webdocs/BCP/ProtocolSPA9596_eng_p.pdf

Looking ahead

Another example illustrating the problems that arise from the fragmented Mediterranean governance system is the protection – or lack thereof - of top predator species, such as the Mediterranean monk seal, the swordfish and the bluefin tuna. Their effective protection is dependent on interactions between the Barcelona Convention system on the one hand and the GFCM and ICCAT on the other. Where fishing activities have contributed to their decline, the requirements of the Barcelona Convention and its Protocols should trigger a process and response from the relevant fisheries management body to ensure that measures to restrict and control fisheries are implemented in a timely manner. Moreover, species that have suffered significant declines, including where they are commercially exploited, should be identified and/or listed as threatened or endangered, requiring Parties to take conservation measures to protect vital stages of their lifecycle.

Incoherence between governance systems and confused responsibilities are also hindering achievements in combating pollution. For instance, the Horizon 2020 Initiative⁵, gaining momentum in the context of the Union for the Mediterranean⁶, aims among other things towards ‘de-polluting’ the Mediterranean, an ongoing piece of work under the Barcelona Convention. Yet, its respective plans of action have been neither harmonised nor integrated, with preceding legal obligations and political commitments adopted in the framework of the Barcelona Convention to tackle the elimination of pollutants at the source, including as a priority the phasing-out of inputs of substances that are toxic, persistent and liable to bioaccumulate⁷.

Moreover, the fragmented governance set-up is destined to fail in effectively addressing the impacts of climate change. Healthy oceans can provide a major buffer against these impacts. An integrated coastal and ocean management approach is key in promoting resilience, and is therefore fundamental in adapting to the effects of climate change on the oceans⁸.

Fragmented governance set-up is destined to fail in effectively addressing the impacts of climate change. Healthy oceans can provide a major buffer against these impacts.

⁵ http://ec.europa.eu/environment/enlarg/med/horizon_2020_en.htm

⁶ http://ec.europa.eu/external_relations/euromed/index_en.htm

⁷ See LBS Protocol to the Barcelona Convention, 1996 at http://195.97.36.321/dbases/webdocs/BCP/ProtocolLBS96_eng_P.pdf

⁸ Manado Ocean Declaration 26 May 2009, adopted on 14 May 2009, in Manado, Indonesia.



Building an integrated governance model for the Mediterranean Sea

On a global level, a new UNCLOS implementing agreement is being proposed by a growing number of governments - with support from Greenpeace and other NGOs - to address the significant gaps on the conservation of marine biodiversity in areas beyond national jurisdiction⁹. Greenpeace has proposed provisions for the establishment of Regional Ocean Management Organisations as a necessary element of such new implementing agreement¹⁰. The Regional Organisations would address the gaps and fragmentation in ocean governance through integrated, ecosystem-based management.

In the Mediterranean context, where a number of organisations and agreements already exist, this could be achieved through the integration of relevant multilateral agreements under an enhanced Barcelona system.

The new system would prioritise the equitable protection of the marine environment in order to ensure the health and prosperity of the region for future generations. It would further institute the principles currently laid out in Article 4(3) of the Barcelona Convention text - namely the precautionary principle, the polluter pays principle, the requirement for environmental impact assessments and the application of integrated management approaches - and would specifically provide for marine protected areas in areas beyond national jurisdiction.

In such an integrated governance system, existing Regional Fisheries Management Organisations and regional agreements, such as ICCAT for example, would deal with the conservation of tuna and tuna-like species and manage fisheries within the Convention Area, but would do so in line with the objectives, principles and recommendations of the Barcelona Convention¹¹.

Some of the existing agreements would have to be further updated to bring them in line with modern management principles, such as the ecosystem approach and precautionary principle, and to ensure that they apply the principles and objectives of the Barcelona Convention. As in the current Barcelona system, new Protocols would be established where it is necessary to address specific gaps, and organisational structures may be created to deal with implementation and enforcement

Integration and accountability in such an enhanced Barcelona System would be reinforced by:

- establishing enhanced cooperation and coordination between secretariats, e.g. of the Barcelona Convention, ACCOBAMS, the GFCM and ICCAT;
- hosting joint or consecutive Conferences of the Parties;
- adopting a coherent and coordinated programme of work; and
- establishing a joint compliance and surveillance mechanism that ensures coordinated enforcement of the agreed regulations.

Differences in the geographic areas covered by existing agreements and conventions need to be acknowledged, of course. For example, the area of application of the Barcelona Convention is more limited than the reach of ICCAT and the GFCM. However, this is not unusual in international law.

Regional Organisations would address the gaps and fragmentation in oceans governance through integrated, ecosystem-based management.

⁹ <http://www.savethehighseas.org/publicdocs/PrinciplesfortheHighSeas.pdf>

¹⁰ <http://www.greenpeace.org/international/press/reports/suggested-draft-high-seas-impl>

¹¹ Existing conventions and agreements could be nested within the enhanced Barcelona system in a similar way as the Convention on the Conservation of Antarctic Marine Living Resources (CCAMLR), for example, is nested with in the Antarctic Treaty system. In the Antarctic system, conservation and management treaties, wildlife treaties and treaties providing for environmental assessments and liability regimes, all co-exist within the same treaty system. All conservation and management measures have to be based on the ecosystem approach. <http://www.ats.aq/e/ats.htm>

Left: A pod of dolphins 20 miles off the north coast of Corsica, in the Pelagos Sanctuary for Mediterranean Marine Mammals.

© Greenpeace / Paul Hilton

Below: An illegal driftnet in international waters west of Marettimo Island, near Sicily, is hauled aboard the fishing vessel "Luna Rossa". Greenpeace activists confronted the vessel and the nets were confiscated.
© Greenpeace / Gavin Parsons

A Plan of Action towards an improved regional governance system for the Mediterranean

4



A) Short-term measures

The Mediterranean needs action now. Greenpeace calls on governments to take the following immediate steps towards achieving an integrated and ecosystem-based maritime governance regime:

- **Designate marine reserves in the Mediterranean high seas**

The establishment of a network of marine reserves across the Mediterranean Sea is essential in order to safeguard its productivity, its marine life and its ecosystems for the millions of people who rely on it for their health and well-being.

However, progress in protecting sites under the Protocol on Biodiversity and Specially Protected Areas (SPA/BIO)¹² has been dismal in the past 10 years, in particular in areas beyond national jurisdiction, where the primary protection tool - Specially Protection Areas of Mediterranean Importance (SPAMIs) – was used only once.

In November 2009, the Contracting Parties of the Barcelona Convention will meet in Marrakech, Morocco (COP 16). As an immediate first step, they must commit the necessary political and financial support for the identification of areas in need of protection, including deep-sea areas and sites that are critical for the life cycle of threatened and endangered species. This is a minimum requirement in order for the next Conference of the Parties in 2011 to adopt the first, substantial set of areas for protection ahead of the final completion of a comprehensive and well-managed network by 2012, as has already been agreed.

¹² http://195.97.36.231/dbases/webdocs/BCP/ProtocolSPA9596_eng_p.pdf

Fig. 1. Proposed marine reserves in the Mediterranean – A: Balearic Islands; B – Sicilian Channel



In 2006, Greenpeace launched a proposal for the establishment of a network of marine reserves covering around 40% of the Mediterranean high seas (see figure 1) as a contribution to efforts under the Convention on Biological Diversity (CBD) and the SPA/BD protocol to identify areas on the high seas in need of protection. Our proposals for two sites in particular, the Southern Balearics and the Sicilian Channel, have been assessed in the context of the CBD criteria. Greenpeace is calling on governments to take immediate measures to ensure the protection of these sites¹³.

- **Protect sensitive marine areas from the impacts of fishing**

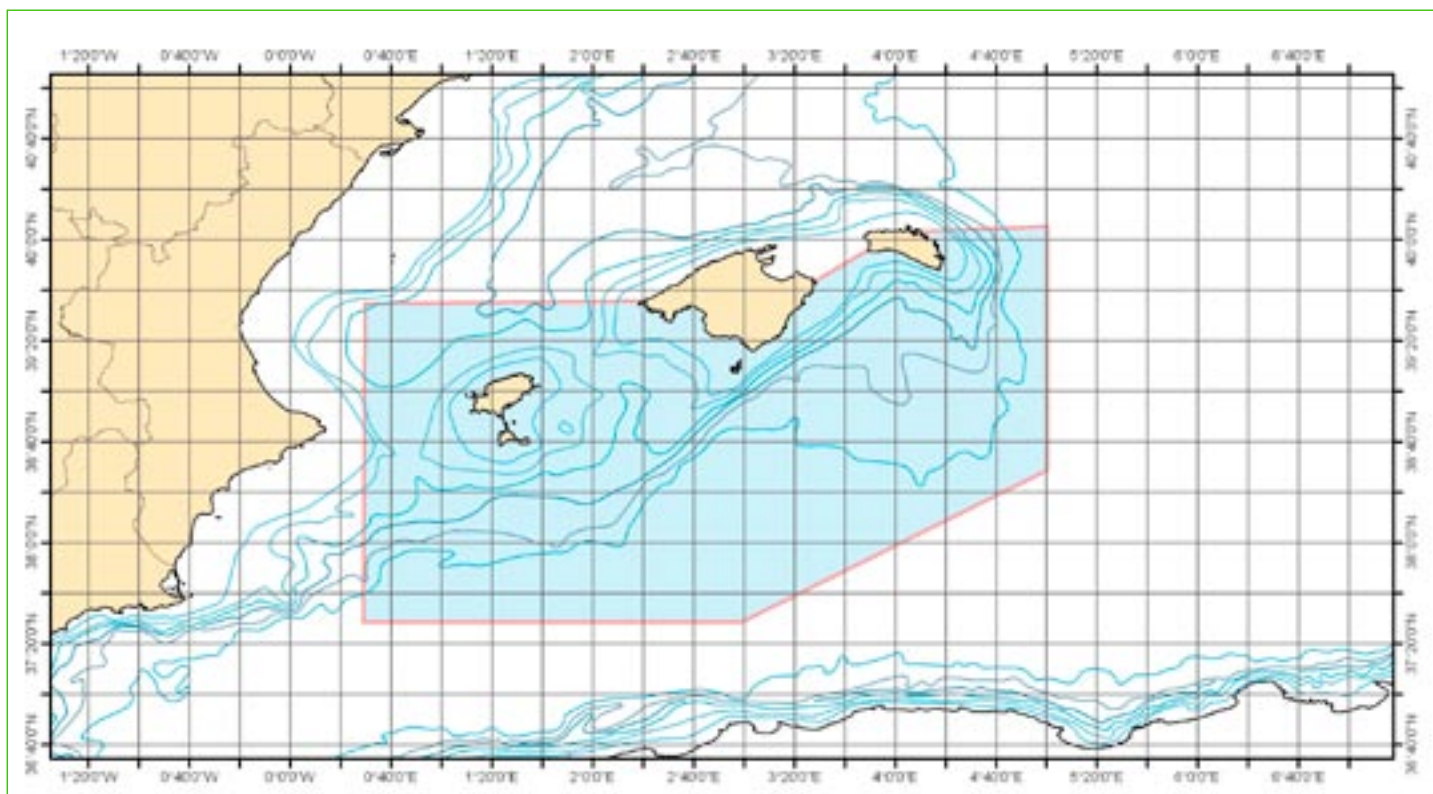
While a number of processes are under way to control and restrict fisheries in the Mediterranean, it is necessary to accelerate and consolidate these processes.

Under the EU's Mediterranean Fisheries Regulation, for example, EU Member States have had to provide information relevant to the establishment of so-called fishing protected areas "both in waters under their jurisdiction and beyond where the protection of nursery areas, of spawning grounds or of the marine ecosystem from harmful effects of fishing requires special measures"¹⁴. It is high time EU Member States meet these obligations¹⁵.

¹⁴ Regulation (EC) 1967/2006, concerning management measures for the sustainable exploitation of fisheries resources in the Mediterranean Sea

¹⁵ This information should have been collated by the end of 2007, but is still not available in a comprehensive way. Moreover, these areas should have been designated in 2008, both in waters within and beyond national jurisdiction. As of July 2009, this has not yet happened. Likewise, Member States should have protected sensitive marine habitats such as seagrass meadows, coralligenous habitats from the impacts of trawling.

Fig. 2. Proposed closed area for tuna fishing in the Balearic Islands – Greenpeace and WWF



In parallel, all Mediterranean governments should contribute to this and similar processes within the GFCM¹⁶ and ICCAT, so that habitats are protected consistently throughout the Mediterranean. For example, the spawning and nursery grounds of bluefin tuna in the Mediterranean need to be protected urgently to support the recovery of this depleted species. (See figure 2).

Moreover, in most cases, sites that have been designated under one system should be recognised by another. For example, the EU Member States, individually or jointly, should submit their fishing protected areas for consideration in the GFCM and ICCAT, so that respective resolutions can recognise the sites' status and prevent fishing vessels from other, non-EU States entering them.

¹⁶ In 2005, GFCM prohibited towed dredges and trawl fisheries below 1000m to protect deepwater fish. In 2006, 3 fisheries restricted areas were established, namely the Deep Sea (a) 'Lophelia reef off Capo Santa Maria di Leuca' b) 'The Nile delta area cold hydrocarbon seeps', and c) 'The Eratosthenes Seamount'. However, progress since has been minimal and not in line with scientific advice regarding the protection of additional areas from the impacts of fishing.

- **Protect endangered and threatened species in the Mediterranean**

The Annexes of the SPA/BD Protocol to the Barcelona Convention must be updated on an ongoing basis and remain consistent with the best-available scientific advice. For example, scientific advice clearly demonstrates that Atlantic bluefin tuna and a number of cartilaginous fish fall within the definitions of endangered or threatened species used by the Barcelona Convention when determining species that should be listed on its Annex II. RAC/SPA has been asked to evaluate the status of species listed in Annexes II and III on threatened and regulated species to the SPA/BD Protocol, with a view to submitting a new amended list to the 16th Meeting in Morocco in 2009. Contracting Parties should add these species to Annex II and protect them without further delay¹⁷.

- **Mediterranean governments to sign, ratify and implement the Barcelona Convention protocols**

Mediterranean governments must sign, ratify and begin the implementation of the existing protocols of the Barcelona Convention. At present, the 1995 Revised Protocol on Dumping, the Offshore Protocol and the most recent 2008 Protocol on Integrated Coastal Management have not yet entered into force¹⁸. When protocols are in need of revision Mediterranean governments must work with the BARCON Secretariat to ensure these are up to date with existing international and European legislation and provide the highest protection to the Mediterranean Sea.

- **Increase transparency and stakeholder participation**

It is necessary to increase transparency in decision-making processes if we are to achieve greater accountability of States and regional management organisations. For instance, it has been widely noted that a participatory and transparent process leading to designation and setting of management objectives for marine protected areas is an effective step to improve compliance amongst stakeholders such as fishermen¹⁹.

B) Medium-term measures

- **Establish a coherent, representative and well-managed network of marine reserves in the Mediterranean**

A network of large-scale marine reserves will represent a shift in the balance of human impacts, from damage and harm to protection and conservation. The Mediterranean network must cover a representative range of marine ecosystems, both in coastal waters and on the high seas, and include areas that are fully protected from all extractive activities, including fishing, in order to allow sites to recover and maintain their ecological integrity.

Scientists have suggested that fisheries and ecosystem benefits of marine reserves will be felt when between 20% and 50% of the oceans are protected. In 2003, the IUCN World Parks Congress recommended that 'networks should be extensive and include strictly protected areas that amount to at least 20% to 30% of each habitat'. In 2005, the United Nations Millennium Project called for 10% of the oceans to be covered by such reserves in the short to medium-term, with a long-term goal of 30%. Greenpeace's proposal for a Mediterranean network of marine reserves covering 40% of our sea is consistent with these recommendations.

To avoid the creation of a network of 'paper parks', management plans must be decided through an integrated and transparent process of direct collaboration between regional fora, the scientific community and regional stakeholders. Subsequently, the management plans will need to be adopted and implemented by the Contracting Parties to the Barcelona Convention and also by those of any other body with competence over the management of activities in the areas such as the RFMOs. Furthermore, multilateral agreements should be set up to ensure closer cooperation between countries sharing the management of particular marine protected areas.

¹⁷ The Protocol defines threatened species as 'any species that is likely to become extinct within the foreseeable future throughout all or part of its range and whose survival is unlikely if the factors causing numerical decline or habitat degradation continue to operate'.

¹⁸ <http://www.unepmap.org/index.php?module=content2&catid=001001001>

¹⁹ IUCN World Commission on Protected Areas (IUCN-WCPA) (2008). Establishing Marine Protected Area Networks—Making It Happen. Washington, DC: IUCN-WCPA, National Oceanic and Atmospheric Administration and The Nature Conservancy. 118 p.



- **Enhance collaboration between regional organisations and agreements**

There is some cooperation between existing organisations (Mediterranean Action Plan (MAP), GFCM, ACCOBAMS, ICCAT, as well as stakeholders and industry), in terms of attendance and participation in meetings, partnerships and technical agreements²⁰. However, cooperation should be extended to secure more effective collaboration. For example, similar to the cooperation established between the OSPAR Commission for the Protection of the North East Atlantic²¹ and the North East Atlantic Fisheries Commission (NEAFC)²², the Barcelona Convention should establish a direct working relationship with the existing RFMOs covering areas of science, environmental status assessments, mutual information, exchange of views, exchange of reports, and including high seas issues.

On a higher level, back-to-back or even joint Barcelona Convention/GFCM Conferences of Parties would be needed to harmonise the programme of work of the two UN organisations and ensure common goals and strategies for the Mediterranean Sea. Strengthening cooperation is proving necessary in order to secure a common understanding, vision and responsibility for the future environmental status of marine ecosystems, especially in light of the impacts of climate change.

- **Ongoing reform of the mandates, statutes and compliance mechanisms of existing bodies**

The Barcelona Convention and GFCM have both been amended to incorporate the precautionary principle²³ and have agreed to apply the ecosystem approach²⁴ to protect the marine ecosystem and manage its resources. ICCAT, on the other hand, has not yet adopted either, despite the fact that its parties are obliged to apply Articles 5 and 6 of the UN Fish Stocks Agreement. ICCAT should be given no more than 2 years to reform its statute and change its approach to the management of migratory stocks²⁵.

Moreover, high levels of illegal, unreported and unregulated (IUU) fishing are the norm in the Mediterranean Sea because of weak compliance and enforcement by coastal and port States. One example is the continuous use of pelagic driftnets and illegal fishing for bluefin tuna. An effective monitoring and control system is necessary and should provide the basis for coordinated enforcement of conservation and management measures²⁶.

Greenpeace welcomes the recent establishment of compliance committees in the Barcelona Convention system and the GFCM and urges their Contracting Parties to increase efforts to support and strengthen the work of these committees. All existing compliance committees should be strengthened and where no working compliance mechanism exists, Parties should establish one.

20 For example, in 2008 GFCM signed Memoranda of Understanding (MoUs) with IUCN and RAC/SPA. See [ftp://ftp.fao.org/FI/DOCUMENT/gfcm/gfcm_32/Default.htm](http://ftp.fao.org/FI/DOCUMENT/gfcm/gfcm_32/Default.htm). Lately, a number of MoUs have been signed between some secretariats and organisations.

21 <http://www.ospar.org/>

22 <http://www.neafc.org/>

23 Article 4.3.(a) of the Barcelona Convention (as amended in 1995) and in Article III.2 of the GFCM Agreement (amended in 1997)

24 The Contracting Parties to the Barcelona Convention in Almeria COP 15 decided to 'progressively apply the ecosystem approach to the management of human activities that may affect the Mediterranean marine and coastal environment' (Decision IG 17/6 in Annex II). GFCM's Subcommittee on the Marine Environment and Ecosystem (SCMEE) is mandated to address the Ecosystem Approach to fisheries management.

25 Also included as key recommendation in the Report of the Independent Review of ICCAT (2008) <http://www.iccat.int/Documents/Meetings/Docs/Comm/PLE-106-ENG.pdf>

26 High Seas Task Force (2005) HSTF/04

Marine life in the area of an oil spill on the coast line of Palm Island Nature Reserve near Tripoli, Lebanon. The Jiyeh power station oil spill is a consequence of war and an ongoing environmental disaster.
© Greenpeace / Marco Care



C) Long-term governance reform

The working relationships and hierarchy between the different parts of the Mediterranean governance regime need to be brought together to make up one coherent and interdependent multilateral governance regime.

Important milestones in support of achieving a consistent and mutually supportive working relationship include:

- The adoption of a **coordinated programme of work**, which would spell out the roles, responsibilities and contributions of individual conventions and agreements towards common goals, with the overall shared aims to address pollution of the Mediterranean Sea Area and to protect and enhance its marine environment.
- **Regular joint or consecutive Conferences of the Parties (COPs)**, such as bringing the Parties of ICCAT together with the Parties of the Barcelona Convention to adopt resolutions on issues where competencies overlap or depend on one another and to review progress. This could follow the example of joint COPs between the North Sea and Baltic Sea Conventions – OSPAR and HELCOM. It would provide opportunities to discuss and agree on joint action, e.g. in relation to establishing and enforcing measures to protect sites within the Mediterranean network of marine reserves. It would further allow cross-cutting issues, such as climate change adaptation and mitigation measures to prevent by-catch in fisheries, to be raised and considered by all competent parties at the same time.

- The secretariats of the different conventions and agreements should have **agreed means and procedures for cooperation and information sharing**: products of this cooperation and ongoing work could be communicated in one place, e.g. by sharing a common web space, common calendars, clearing houses, etc.
- A **joint monitoring, control, surveillance and compliance (MCSC) mechanism** would provide for a more coordinated and effective approach in terms of control and monitoring²⁷ of all activities in the high seas. Such a system should also provide for adequate mechanisms to ensure a coordinated enforcement of the agreed conservation and management measures. Access to benefits from resources should be made conditional to participation in such mechanisms. Enhanced cooperation and possible streamlining between the different compliance committees of BARCON, ICCAT and GFCM, among others, such as through exchange and information sharing, joint/centralised IUU vessel lists (blacklists), Vessel Monitoring Systems (VMS) and Global Positioning System (GPS), as well as through joint monitoring, control and surveillance schemes²⁸, are necessary steps. This should allow for contributions from civil society and should comprise efficient and transparent complaint procedures. The use of blacklists and other similar tools to support enforcement and implementation should be coordinated within the region, and with other organisations outside the Mediterranean region where a global relevance is apparent.

²⁷ OSPAR provides a good example of a monitoring system for the marine environment. Its Joint Monitoring and Environmental Assessment Programme (JAMP) revealed the dramatic situation of deep-water fish stocks in the North-East Atlantic in 2000. *Libertas Mari* (2005) p 79

²⁸ ICCAT's Joint International Inspection Scheme is a step in the right direction. However the need for a joint international MCS scheme is evident. <http://www.iccat.int/Documents/Recs/compendiopdf-e/2008-05-e.pdf>

Conclusions

5



A reliable system of integrated environmental governance, one that looks at the entire ecosystem and covers all sectors, is missing in the Mediterranean. In its absence, Mediterranean marine and maritime policy continues to be driven by a large number of regional bodies that work largely with no, or insufficient, coordination or cooperation, in a fragmented policy framework. The severe gaps in implementation of adopted rules and commitments by Mediterranean governments are closely associated with the current governance gap.

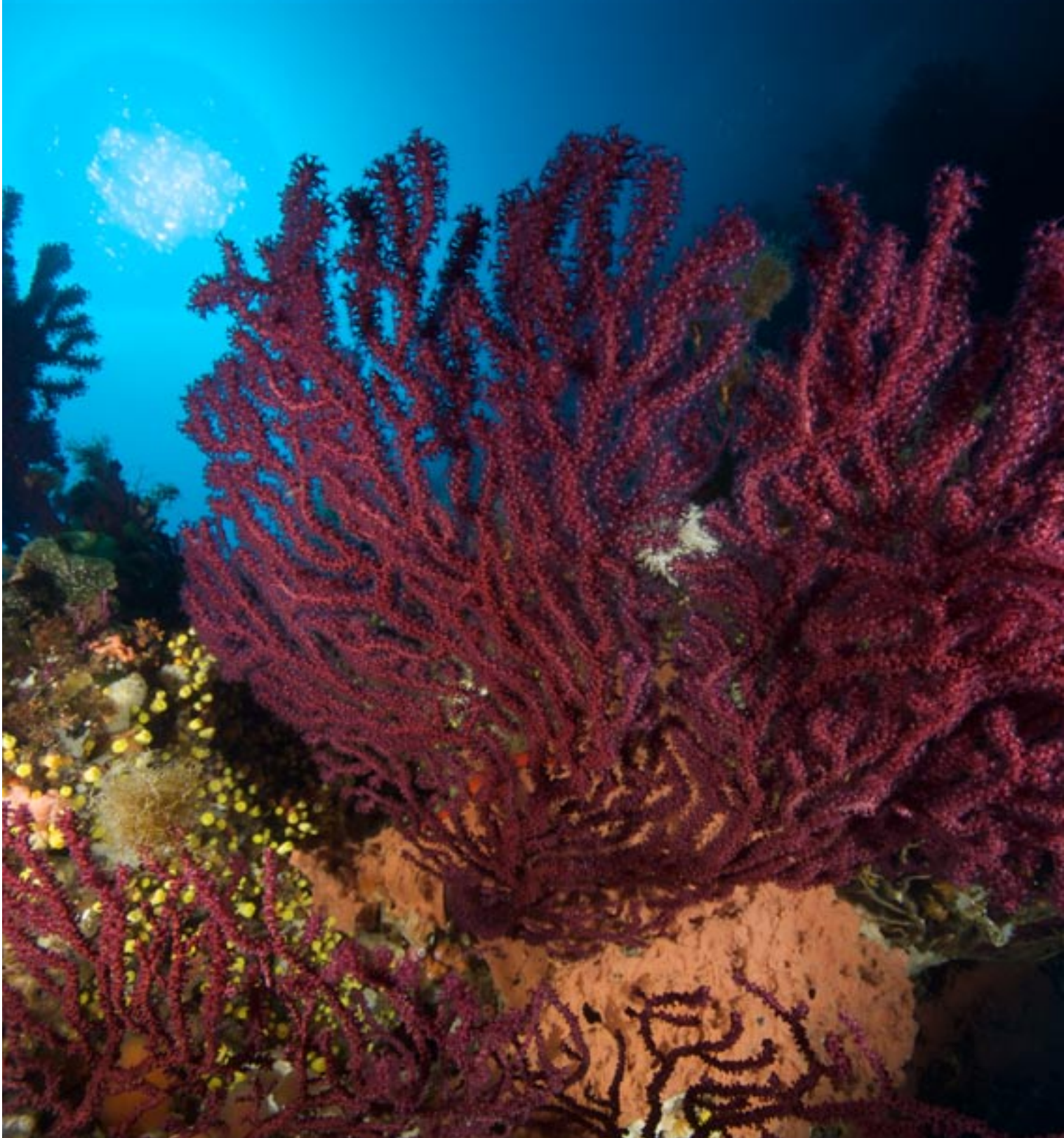
The overexploitation and degradation of the Mediterranean marine environment, evident in the lack of protection of sensitive marine habitats - in particular in areas beyond national jurisdiction - and the dismal state of key species such as the bluefin tuna, call for a drastic change in Mediterranean governance.

The Barcelona Convention should be the bedrock of a modernised governance system for the Mediterranean that will have the power to draw together current regional agreements and bodies in an overarching, integrated framework based on a precautionary, ecosystem approach. The enhanced Barcelona system would provide a vision and strategy for the conservation and management of the Mediterranean Sea and its resources, and secure a sustainable future for the generations to come.

Governance reform should lead to a dynamic and integrated multilateral agreement and convention system.

Red Gorgonia seafans on the wall of Secca del Torro off the coast of Sicily. Greenpeace is calling for the creation of marine reserves in the Mediterranean Sea, as part of a global network covering 40% of our seas and oceans.

© Greenpeace / Gavin Parsons



GREENPEACE

**Greenpeace is
an independent
global campaigning
organisation that acts
to change attitudes
and behaviour, to
protect and conserve
the environment and
to promote peace.**

Greenpeace International
Ottho Heldringstraat 5,
1066 AZ Amsterdam,
The Netherlands
t +31 20 718 2000
f +31 20 718 2002
www.greenpeace.org