

Environmental Program for the Mediterranean (EPM) to promote further enhancement of this effort and "foster the exchange of experience between the industrial countries of the northern rim of the Mediterranean and the developing countries along the southern and eastern rims." In the view of the Presidents of these two institutions:

"The EPM provides a significant opportunity to bring an analysis of environmental issues into the heart of Mediterranean development - to preserve the region's heritage and to ensure its sustainable development. The EPM is also an important instrument for mobilizing the financial resources required to implement the broad range of actions needed to tackle the Mediterranean region's environmental challenges. We are confident that others will join us in these efforts."<sup>41</sup>

It was just this sort of result that UNEP was set up to achieve. While the division of Fund expenditures between developing and industrialized countries has strongly favored the former, the Fund has also been used to support activities in developed countries, as in the Mediterranean in the mid 1970s and in Western Europe to initiate the Cooperative Program for Monitoring and Evaluation of the Long-range Transmission of Air Pollutants in Europe (EMEP) as a joint ECE/WMO/UNEP venture in 1977 which led to the Convention on Long-range Transboundary Air Pollution in 1979 and subsequent protocols.

But it is in the developing world where the question of "additionality" has been one of increasing frustration for UNEP, notably in their inability to mobilize additional funding for obvious international environmental problems like the loss of arable soil and productive vegetation, especially in semi-arid parts of the planet. Governments collectively recognized the problem when they approved the Plan of Action to Combat Desertification (PACD) at the 1977 Conference on Desertification but did little to support it, nationally or internationally. Ten years later the ACC confirmed the original estimates - that the annual investment level required to meet the cost of implementing PACD was only one-tenth of the annual losses incurred as a result of desertification - yet, despite such a compelling case, the "DESCON" mechanism set up to secure additional resources for funding desertification was found to be "marginal and inadequate."<sup>42</sup>

In its review ACC noted that "one of the key impediments to the implementation of the PACD continued to be lack of well-formulated, coherent national plans of action to combat desertification well articulated with the overall national development plans and national policies to support them." For its part, ACC "urged its members on the Inter-Agency Working Group on