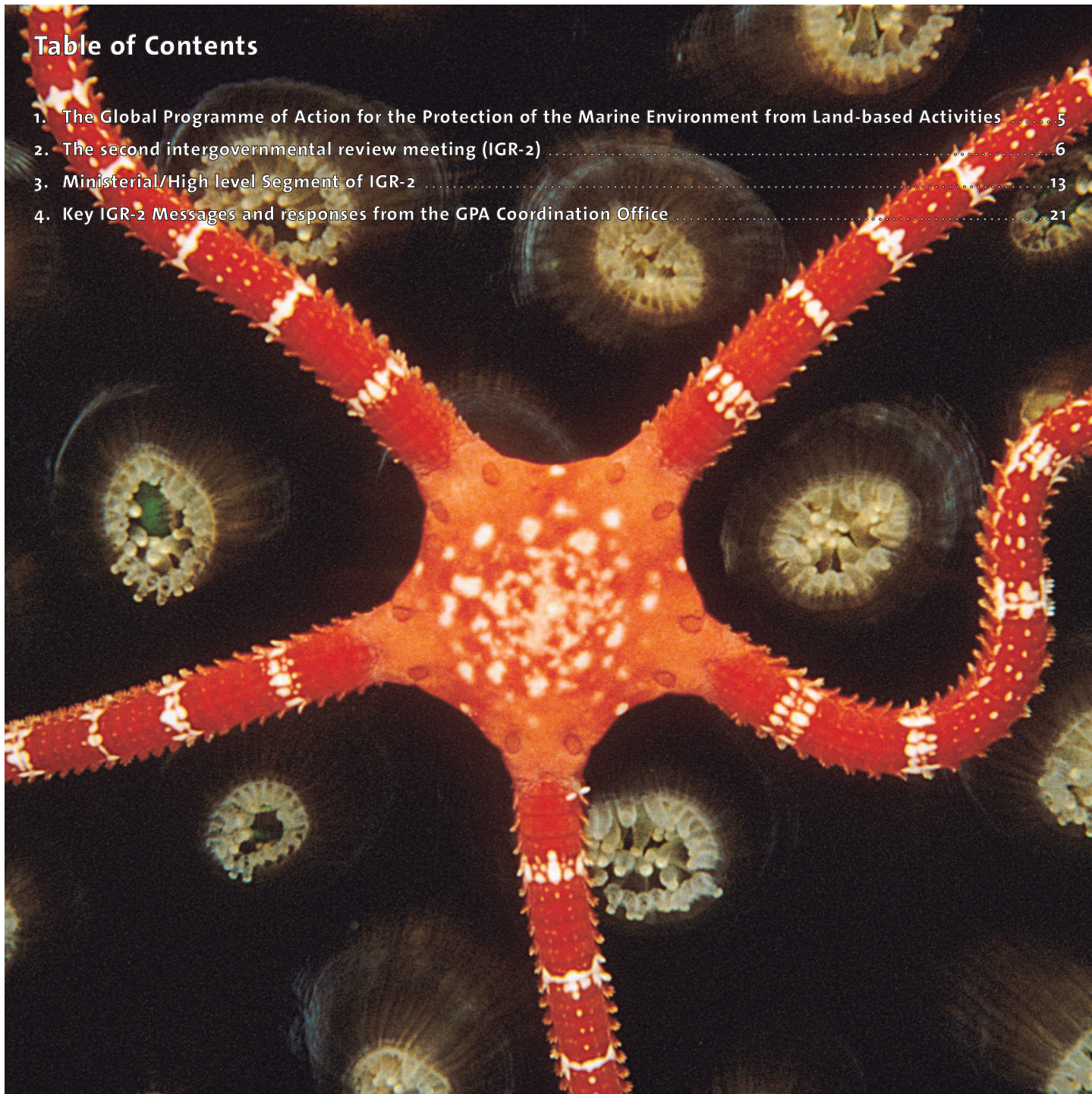
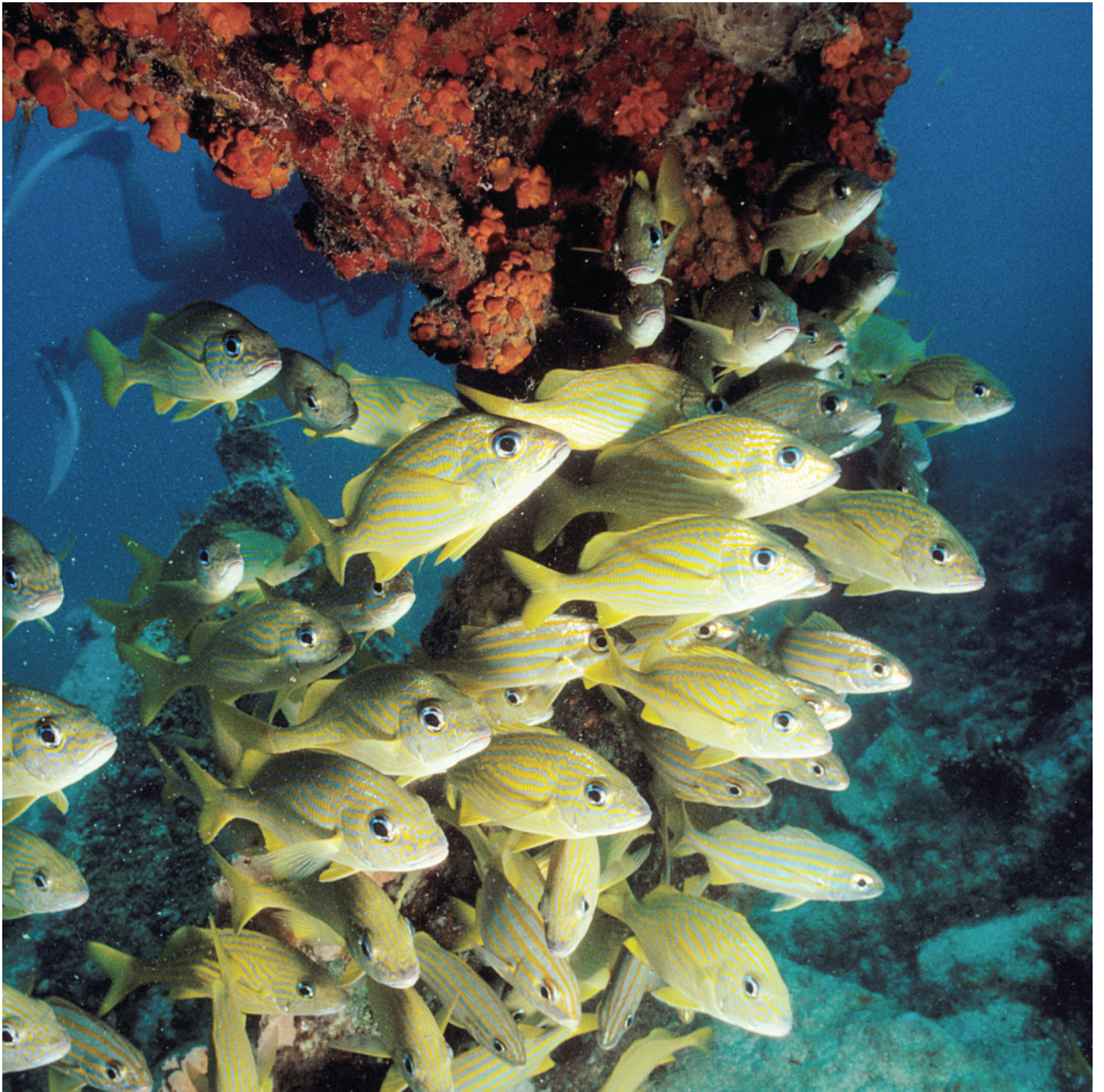


Table of Contents

1. The Global Programme of Action for the Protection of the Marine Environment from Land-based Activities	5
2. The second intergovernmental review meeting (IGR-2)	6
3. Ministerial/High level Segment of IGR-2	13
4. Key IGR-2 Messages and responses from the GPA Coordination Office	21





The Global Programme of Action

Coasts and oceans under pressure

Healthy coastal and marine environments are essential to human well-being and sustainable development. Coastal and marine ecosystems provide a wide range of valuable resources and goods and services that are of significant direct and indirect economic and social value. However, the natural resource base of coastal areas is under growing pressure: 70 per cent of mega-cities with populations over 8 million are located on the coast, and in some countries as much as 90 per cent of sewage is dumped directly into the sea. In addition, 38 per cent of the global human population lives along a narrow fringe of coastal land, which constitutes only 7.6 per cent of the earth's total land area. It is generally accepted that some 80 per cent of all marine pollution originates from land-based activities either near the shore, or from far inland. There is growing evidence that coastal degradation arising from land-based sources of pollution or from the physical alteration and destruction of coastal habitats results in large direct costs to the economy and to society.

The GPA

In response, 108 governments and the European Commission adopted the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities (GPA) during an intergovernmental conference held in Washington, D.C., U.S.A. in 1995. The GPA is a source of conceptual and practical guidance to be drawn on by national and/or regional authorities in devising and implementing sustained action to prevent, reduce, control and/or eliminate marine degradation from land-based activities. UNEP was requested to act as Secretariat of the GPA. With the kind support of the Government of the Netherlands, UNEP established the GPA Coordination Office in The Hague, the Netherlands, in 1997.

From planning into action and mainstreaming

The catalytic role of the Coordination Office in the first phase, from 1996 to 2001, was characterized by a focus on priority setting and translating the Global Programme of Action from the international to the regional level. The First Intergovernmental Review Meeting (IGR-1), held in Montreal, Canada in 2001, was instrumental in shifting focus from planning to action, and developing the GPA as a tool for furthering ecosystem approaches to coasts, oceans and island management. More than 300 participants from over 80 countries took part in IGR-1. The second phase, from 2002 to 2006, was characterized by a move from planning to action, leading to widespread Programme-related activities at the national and regional levels. The Second Intergovernmental Review Meeting (IGR-2) held in October 2006 in Beijing, China reinforced the catalytic role of the GPA. The third phase, from 2007 to 2011, will maintain the crucial role of promoting the Global Programme of Action at all levels and of strengthening the Regional Seas Programme and other regional mechanisms to facilitate its implementation.

In addition, the third phase will focus on mainstreaming the implementation of the Global Programme of Action in national development planning and budgetary mechanisms. Mainstreaming will require integration of the Global Programme of Action across sectors and ministries and also integration into domestic and international aid budgets, development plans, strategies and actions. As such, the Global Programme of Action will remain a valuable and flexible tool to achieve the various goals and targets set by the international community as they relate to the coastal and marine environment and their associated watersheds.

The second intergovernmental review meeting

Beijing, China - 16-20 October 2006

Continued support

The success of the Second Intergovernmental Review (IGR-2) meeting of the GPA, hosted by the Government of the People's Republic of China in Beijing from 16-20 October 2006, demonstrates a growing momentum to address land-based sources of marine

pollution through the GPA. Over 600 participants - representing 104 governments and the European Commission, international and regional organizations, international financial institutions, and non-governmental organizations (NGOs) - gathered to review the implementation of the GPA and chart the way forward.



They firmly renewed their commitment to address land-based sources of marine pollution at the national, regional and global levels.

Interactive debate

Participants actively took part in working groups, workshops, side events and the plenary sessions, which promoted open discussions, a review of problems encountered and lessons learned, and the identification of practical solutions that can be replicated and scaled up in other countries and at the regional and global levels. During the Ministerial/High-Level segment, over 40 ministers and other high-level delegates representing 104 governments participated in roundtable discussions designed to promote dialogue, focus on results, and produce practical ideas.

A new programme of work

Building on a review of the accomplishments in GPA implementation from 2002 to 2006, participants fully recognized the benefits and value of the GPA as a flexible international instrument for environmental management of coasts oceans and their associated watersheds. Implementing the GPA significantly contributes to achieving the various goals and targets set by the international community. Governments also renewed their support to the catalytic role of the UNEP/GPA Coordination Office in furthering the implementation of the GPA by endorsing the Programme of Work for the office for the period 2007-2011.

Key outputs

The IGR-2 meeting report includes a number of important annexes that summarize the discussions that took place in the break out groups on the national implementation of the GPA, the partnership workshops, key points raised on other agenda items specifically the work of the UNEP/GPA Coordination Office, and a stakeholder submission to IGR-2. The key outputs of IGR-2 include:

Beijing Declaration

The Beijing Declaration marks a new strategic direction for the Global Programme of Action as Governments endorsed an approach with greater emphasis on national and local-level action supported by a call for creating sustainable financial mechanisms, economic valuation of goods and services provided by oceans, coasts and watersheds, local participation and integrated approaches in particular linking freshwater and coastal management. Also, the interlinkages between GPA implementation and poverty reduction-focused development strategies is clearly stated, as well as the Johannesburg Plan of Implementation targets for implementing the ecosystem approach and integrated water resource management activities. The Beijing Declaration outlines specific actions and commitments of Governments at the national, regional and global level. It also endorses the Programme of Work for the UNEP/GPA Coordination Office and, amongst others, requests UNEP to convene the third intergovernmental review meeting in 2011.

Implementation of the GPA in the global environment context

Participants agreed that the GPA must remain responsive to new developments in the international agenda and welcomed the document “Guidance to the implementation of the Global Programme of Action: 2007-2011”. Since the adoption of the GPA ten years ago, many important developments have taken place. The Programme of Action needs to be consistent with the evolving international environment and sustainable development agendas. The Guidance Document demonstrates that the GPA remains a valuable tool to achieve the goals and targets established by the international community in recent years for the sustainable development of oceans, coasts and islands. The Guidance Document provides assistance to Governments and other stakeholders on how to address these new developments while continuing to ensure coherence, mutual reinforcement and consistency with emerging issues in the international environmental context.





Partnership approach key to success

An entire day of IGR-2 was devoted to discussing existing partnerships and to launching new partnerships, with a particular focus on planning activities for the coming five years. Over 25 workshops and side-events were held. The main outcomes are highlighted in the report of the IGR-2 meeting.

The workshop presentations and debates illustrated that multi-stakeholder partnerships provide flexible frameworks for addressing competing uses of coastal and marine resources. Partnerships are critical tools to further the implementation of the GPA, as they facilitate flexible financing arrangements, they support replication and up-scaling of successful practices, they are instrumental to increase awareness on coastal and marine issues, and they can promote new paradigms such as on the natural linkages between freshwater and coastal and marine management. Partnerships also provide a mechanism to enhance the efficient use of the available, sometimes underutilized capacity for addressing land-based sources of pollution and activities that impact the coastal and marine environment.

The central characteristic of partnerships that successfully mainstream the objectives of the GPA is clarity of purpose, or a common goal. They should have unambiguous assignments of specific responsibilities to relevant partners, as well as clear performance objectives with measurable indicators and targets for which they are accountable. Successful partnerships inspire participants to explore synergies and generate new ideas. They remain simple in their delivery, despite complex and multi-dimensional problems.

The participants emphasized that the development of targeted and robust partnerships is key to the successful implementation of the GPA, at national, regional and global levels. In this regard, the UNEP/GPA Coordination Office can and should play a very effective role in brokering and supporting partnerships at global and regional levels.



Stakeholder submission

Stakeholders and other major groups were active in the preparations for IGR-2 and during the IGR-2 meeting itself. A Stakeholder Submission was presented to IGR-2 and is included in the IGR-2 meeting report. The Stakeholder submission is based on the premise that stakeholders recognize that progress has been made in implementing the GPA, though in many places programmes are incomplete or are not being implemented with sufficient vigour to prevent further deterioration. The submission points out that the GPA provides a unique opportunity to secure high-level political commitment to a more determined programme of action at national and international levels.

The stakeholder submission includes specific actions for stakeholder and major groups to consider, as well as action for Governments to further promote the implementation of the GPA. For example, the stakeholder submission asserts that the establishment of targets, timetables and commitments of appropriate resources are critical to the delivery of the GPA and the preservation of the coastal and marine environment. The submission also states that stakeholders believe that their involvement in all stages in the development and implementation of strategies at national and local levels is vital, taking full advantage of their knowledge, experience and skills. Further, the National Programmes of Action should be based upon extensive consultation with stakeholders, should include measures to raise awareness and understanding of the issues and problems, should comprise development of the capacity of groups and the public to play their parts in influencing decision-making processes and proposing and implementing solutions.





Ministerial/high-level segment

The Ministerial/High-level segment was innovative in its configuration and aimed at forwarding the implementation of the GPA in a concrete and practical manner. The Ministerial discussions were intended to provide a forum for ministers where they could share relevant experiences, innovative approaches, and successful practices to forward the implementation of the GPA. These discussions were intended to complement the Beijing Declaration through deliberating on the “HOW” question.

The segment was divided into two parts. The first afternoon consisted of roundtable discussions where ministers, high-level representatives and heads of delegations were invited to sit at nine separate roundtables. Some roundtables were organized to facilitate conversation in a specific language, others were arranged to provide for inter-regional exchange of lessons learned and innovative ideas. Each roundtable, under the guidance of a minister considered a prepared set of questions.

The participants reconvened the following morning at one large roundtable where the Chairs of each of the previous day's roundtables provided a summary of the deliberations. After two or three report-back presentations, the UNEP Executive Director distilled the major messages and themes that emerged. Ministers, vice-ministers and high-level representatives deliberated the value of the GPA as a flexible, non-binding, integrative and catalytic instrument for the sustainable development of coasts, oceans, islands and their associated watersheds, and as an effective instrument to support broader environmental management and sustainable development goals.

They shared, based on national experiences, a range of strategies to implement the Programme at various levels of government and identified several issues requiring urgent attention at the national, regional and global levels to facilitate Programme implementation.

Roundtables generated constructive and interactive discussion, enriched by the mixture of participant countries. Most of the dialogue focused on the sharing of experiences at the national level and how to further use the GPA as an instrument that can foster the protection of oceans, coasts and their associated watersheds.

Some Key Messages Emerging from the Ministerial Debate

Mainstreaming the GPA at the national level still has a way to go: It was agreed that the sustainable management of coasts and oceans was seldom reflected in national development processes - including those processes associated with the international community such as poverty reduction strategy papers, United Nations common country assessments and development assistance frameworks. Some examples of successful mainstreaming were however highlighted.

These included the implementation of projects at the community level, the institutionalization of the GPA in the form of dedicated national offices and the allocation of domestic budgets for Programme-related activities. Other countries indicated the development of comprehensive land use plans and dedicated environmental funds to support environmental activities as useful tools to advance implementation of the GPA.

Of the countries that have completed their NPAs, some have succeeded to mainstream NPA into the development planning and budgetary allocation. For example in the Republic of Korea the Ministry of Maritime Affairs and Fisheries developed the NPA in cooperation with the Ministry of Environment under the framework of Marine Protection Act. For the execution of the NPA these ministries draw up a common budget and carry out the activities. Out of the total budget for the implementation of the NPA, over 60% goes to the Ministry of Environment, while the rest goes to the Ministry of Maritime and Fisheries.

Inter-ministerial and inter-sector coordination at the national level is of primary importance: Mechanisms for successful national inter-sectoral coordination include the development of inter-ministerial committees at the technical, policy and political levels. The development and implementation of plans and strategies needs to be carried out with the involvement of all levels of government, including national, provincial and municipal levels. This could be further enhanced through partnerships with the private sector and non-governmental organizations. Ministers and high-level representatives also emphasized the need for improved enforcement of and compliance with legislation, including through education and awareness-raising.

Economic valuation and market-based instruments to support a preventative approach: The nexus between the GPA and economic development was emphasized along with the need to quantify the economic value of the goods and services provided by coastal and marine resources and to enhance the use of environmental impact assessments. Greater use of economic valuation and cost-benefit analysis was recommended as a means to support a preventive approach in addressing environmental management priorities. Thought should be given also to the use of economic incentives such as market-based instruments.

It is necessary to develop methodologies for the economic valuation of the environmental goods and services that coasts, oceans and their associated watersheds provide. In this way we would be ensuring investment on preventative measures rather than expenses on corrective actions.



© Dan Birchall



© Dan Birchall



© Dan Birchall



Community-based projects and capacity building extremely important: Community-based projects were seen as extremely important. Several examples were provided of projects that promoted environmental conservation and sustainable livelihoods, including mangrove restoration, sea grass cultivation and fisheries management. It was suggested that voluntary compliance with GPA-related objectives could be promoted through greater involvement of communities.

The need for continued capacity-building, including training and technology support at all levels, was stressed within the framework of the Bali Strategic Plan on Capacity-building and Technology Support.

Important role of the media and education: Ministers and high-level representatives noted the value of the media and environmental education and awareness in empowering communities, changing behaviour and attitudes, and providing watchdog and accountability services.

To promote the GPA and ensure its effective implementation, we the ministers need to continue our efforts to raise the issues with our colleagues in the Cabinet during meetings and bilateral discussions as well to inform others through publication of newsletters, bulletins and even meeting the Press on a regular basis.

Regional approaches effective: Coordinated regional actions through mechanisms such as the regional seas programmes, conventions and protocols, were seen as effective tools to support national action and enhance ownership of and contributions by national Governments to the implementation of regional conventions and action plans. Representatives encouraged early ratification of regional agreements. Where regional mechanisms already existed, they emphasized the need for streamlining and improved coordination.

In region such as East Asia, Indonesia reported too many regional mechanisms. Existence of these multiple institutions is often non-conducive to development, and they need to be harmonized, and if possible brought under one unified umbrella mechanism.

Challenges in reaching international goals and targets: linking freshwater and coastal management key: Ministers and high-level representatives expressed their concern over the slow rate of implementation of some of the international goals and targets pertaining to coasts and oceans, including the integrated water resources management target, the 2015 sanitation target and the ecosystem-based management approach. They highlighted, based on achievements made so far, that the GPA could complement and expedite realization of those global goals.

Representatives recognized several challenges faced in meeting the obligations of multilateral environmental agreements, which addressed issues common to those of the Programme. It was suggested that the GPA facilitate the coordination of the implementation of such agreements at both the regional and national levels. In so doing, the GPA becomes an integrating mechanism among the multilateral environmental agreements and establishes linkages between those agreements and relevant regional programmes.

It was clear from the discussion that legislations and policies are critical to ensure mainstreaming and integration of GPA issues in national planning and budgetary process. All the countries reported the existence of environmental policies, acts and even specific legislation. However, implementation, compliance and enforcement varies. It has been reported that compliance and monitoring is effective when there are legal provisions but also the civil society and media are active. In Canada - the Auditor for Sustainable Development within the Office of the Auditor General created through the Parliament acts as the “watchdog”. In all other countries though there are no such ‘legal guardian’ the NGOs and Press play this role to an extent. Most governments facilitate this process by way of undertaking periodic environmental audits of industries and by publishing these results in the Press to ensure compliance, and change behaviours and performances.

Ministers and high-level representatives considered that it was necessary to keep the GPA high on national, regional and international agendas as an effective mechanism to promote the sustainable management of coasts, oceans and their associated watersheds. They reaffirmed the crucial need to apply ecosystem-based approaches, amongst others, to strengthen the link between freshwater management and the sustainable development of coastal areas.

Mobilization of resources: Representatives emphasized the need for financial support to address issues related to the management of coasts and oceans and associated watersheds within national, regional and global development agendas. The Programme could facilitate the provision of donor support based on agreed national and regional priorities. Finally the need for global financial mechanisms, such as the Global Environment Facility, to continue to recognize the special needs and vulnerabilities of specific regions and sub-regions, such as Small Island Developing States, needed to be reflected in the further development and implementation of international projects and activities.

Ghana and Nigeria, supported by others, proposed to harmonize resource allocation strategies within the framework of NPA specifically for all coastal and marine issues. To this effect continuous dialogue between and among institutions would be a pre-requisite.



KEY MESSAGES FROM IGR-2 AND PLANNED RESPONSES FROM THE GPA COORDINATION OFFICE

THE GPA IS A CURRENT, FLEXIBLE AND VALUABLE TOOL FOR THE SUSTAINABLE MANAGEMENT OF OCEANS, COASTS AND ISLANDS AND THEIR ASSOCIATED WATERSHEDS

Examples of activities the UNEP/GPA will undertake:

- Global:** Improve the GPA Guidance document 2007-2011 and mainstream the GPA at the international level (UN-Water, UN-Oceans etc).
 - Regional:** Support the further development of LBA protocols.
 - National:** Further develop National Programmes of Action, and address financial, institutional and legislative strengthening.
-

MAINSTREAMING THE GPA AT THE NATIONAL LEVEL IN PARTICULAR INTO NATIONAL DEVELOPMENT PLANNING AND BUDGETS IS A PRIORITY

Examples of activities the UNEP/GPA will undertake:

- Global:** Coordinate with UNDG and other frameworks to ensure GPA integration at a national level.
 - Regional:** Implement the Bali Strategic Plan on technology support and capacity building.
 - National:** Support to countries to mainstream the GPA into national development processes, national policy, legal, institutional and financial frameworks and integrated frameworks such as UNDAF and Poverty Reduction Strategy Papers (PRSPs).
-

ECONOMIC VALUATION OF THE GOODS AND SERVICES THAT COASTS AND OCEANS PROVIDE IS KEY TO MOBILIZE ACTION

Examples of activities the UNEP/GPA will undertake:

- Global:** Address GPA-related valuations within the framework of the Millennium Ecosystem Assessment.
 - Regional:** Promote valuations at a regional level within the Regional Seas and other regional fora.
 - National:** Support the development of global/regional efforts to the national level and develop guidance on how to integrate into NPAs.
-

KEY MESSAGES FROM IGR-2 AND PLANNED RESPONSES FROM THE GPA COORDINATION OFFICE

INNOVATIVE FINANCING MECHANISMS ARE URGENTLY NEEDED TO FURTHER PROMOTE THE IMPLEMENTATION OF THE GPA

Examples of activities the UNEP/GPA will undertake:

- Global:** Catalyze the development of feasibility studies regarding the use and potential for market-based instruments to address GPA-related issues. Further promote strong collaboration with the Global Environment Facility.
- Regional:** Support the development of targeted regional financing mechanisms relevant to the GPA.
- National:** Support to develop domestic based funding sources, create framework conditions for institutions' capacity and develop prioritized and funded project pipelines.
-

LINKING FRESHWATER AND COASTAL MANAGEMENT AND LOCAL LEVEL PARTNERSHIPS INCLUDING WITH THE PRIVATE SECTOR ARE APPROACHES THAT WILL ASSIST IN THE FURTHER IMPLEMENTATION OF THE GPA

Examples of activities the UNEP/GPA will undertake:

- Global:** Further develop the partnership with the Global Forum on Oceans, Coasts and Islands. Follow up with partnership commitments.
- Regional:** Develop case studies of new approaches and guidance for national governments.
- National:** Work with local authorities within the relevant regional and global frameworks.
-

