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**Intergovernmental Review Meeting on the
Implementation of the Global Programme of Action
for the Protection of the Marine Environment
from Land-based Activities
Second session
Beijing, 16–20 October 2006**

**Report of the second session of the Intergovernmental Review Meeting on
the Implementation of the Global Programme of Action for the Protection
of the Marine Environment from Land-based Activities**

Introduction

1. The second session of the Intergovernmental Review Meeting on the Implementation of the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities was held pursuant to United Nations Environment Programme (UNEP) Governing Council/Global Ministerial Environment Forum decision SS.VII/6 of 15 February 2002, which endorsed the outcomes of the first session of the Intergovernmental Review Meeting on the Implementation of the Global Programme of Action.

I. Opening of the session

2. The second session of the Intergovernmental Review Meeting was held at the Beijing International Convention Centre, Beijing, from 16 to 20 October 2006.

3. The session was opened at 10 a.m. on Monday 16 October 2006 by Mr. Zhou Shengxian, Minister of the State Environmental Protection Administration of the People's Republic of China. Opening statements were also made by Mr. Khalid Malik, United Nations Resident Coordinator and United Nations Development Programme (UNDP) Resident Representative in China, Ms. Veerle Vandeweerd, Coordinator of the Global Programme of Action and Mr. Ian Matheson, Director-General, Environmental Protection Operations, Environmental Stewardship Branch, Environment Canada.

4. Mr. Zhou commenced by noting that land-based activities could have both global and local consequences on the marine environment, which implied the need for a systematic response from countries. He said that the Global Programme of Action constituted one such response and noted with satisfaction that the Programme had enjoyed steadily growing support. In view of the coastline's importance to the economy and human welfare in China, the country prioritized marine environmental protection and had undertaken specific activities to protect the marine environment from land-based activities, including the implementation of action plans for some rivers and seas, controls on the use and movement of pollutants and improved waste water treatment. Following an analysis of the state of the environment in 2005, Prime Minister Wen Jiabao had recognized the interdependence of economic growth and environmental protection and called for a balancing of economic and environmental priorities, in particular by moving beyond administrative responses to legal, economic and technological ones. Mr. Zhou concluded by affirming that the world should work in unison to improve marine and coastal environmental protection.

5. Mr. Malik said that many of the world's challenges could only be addressed at the global level and that the Global Programme of Action represented an example of such action. He explained that UNDP and UNEP had concluded a memorandum of understanding for joint work in 2005, which aimed to ensure the mainstreaming of environment into national development planning. In line with those developments, the Global Programme of Action was being made more relevant to national activity and priority planning. The Programme's third phase would focus on mainstreaming its goals into national development planning and would be supported through the joint action planning arising from the partnership between UNDP and UNEP. He noted that the integration of environmental and development work in China was progressing well and concluded by affirming the need to build on the outcomes of the session.

6. Welcoming participants to the session on behalf of UNEP, Ms. Vandeweerd noted that the Global Programme of Action was currently the only intergovernmental programme that addressed the linkages between freshwater and coastal environments. The present session offered an opportunity to examine issues pertaining to coasts, oceans and their associated watersheds and thereby chart a way forward, while exploring new avenues and contributing worldwide to the sustainable development of coastal areas. She stressed that implementation of the Global Programme of Action did not always require a stand-alone national programme of action but rather the establishment of integrated institutional, legal and financial mechanisms. Challenges ahead included the need to ensure that implementation of the Programme was not only integrated into national programmes, budgets, laws and regulations but also remained current by addressing and incorporating the many developments that had taken place since 1995 in the international environmental policy framework. Active participation of non-government stakeholders in the process, as exemplified by the effective partnership with the regional seas programme, would also be vital.

7. Mr. Ian Matheson, noted with satisfaction that the global community continued to consider marine pollution as a main concern and the Global Programme of Action as a key instrument for addressing the problem. Since the first session of the Intergovernmental Review Meeting, held in Montreal, Canada, in 2001, significantly more countries had established national programmes of action, indicating a growing desire to tackle the challenges of land-based sources of pollution. A further mark of progress was the importance now placed on the sharing of knowledge, and the building of working relationships for advancing the Global Programme of Action nationally, regionally and globally. He concluded by noting the need for an integrated freshwater and marine approach that involved the collective action of all stakeholders, and highlighted the Programme as a model since it bridged both land and marine environments.

II. Organization of the session

A. Attendance

8. The following countries were represented at the session: Angola, Antigua and Barbuda, Argentina, Australia, Bangladesh, Barbados, Belgium, Belize, Benin, Brazil, Burundi, Cambodia, Cameroon, Canada, Chile, China, Colombia, Congo, Cook Islands, Côte d'Ivoire, Cuba, Democratic Republic of the Congo, Djibouti, Dominican Republic, Egypt, Ethiopia, Fiji, Finland, France, Gabon, Gambia, Germany, Ghana, Grenada, Guatemala, Guinea, Guyana, Haiti, Honduras, Iceland, India, Indonesia, Iran (Islamic Republic of), Israel, Italy, Jamaica, Japan, Jordan, Kenya, Kiribati, Kuwait, Lebanon, Liberia, Libyan Arab Jamahiriya, Malaysia, Maldives, Mauritania, Mauritius, Mexico, Monaco, Mongolia, Morocco, Mozambique, Nepal, Netherlands, Nigeria, Niue, Norway, Oman, Pakistan, Palau, Panama, Papua New Guinea, Peru, Philippines, Qatar, Republic of Korea, Romania, Russian Federation, Saint Kitts and Nevis, Saint Lucia, Samoa, Saudi Arabia, Senegal, Seychelles, Slovenia, South Africa, Spain, Sri Lanka, Sudan, Suriname, Switzerland, Thailand, Togo, Trinidad and Tobago, Turkey, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania, United States of America, Venezuela (Bolivarian Republic of), Vietnam, Yemen, Zambia and Zimbabwe. Palestine was represented as an observer.

9. The following convention secretariats and intergovernmental organizations, including United Nations bodies, projects and specialized agencies were represented: Asean Working Group on Coastal and Marine Environment, Asia Pacific Environmental Cooperation, Caribbean Environmental Health Institute, Comisión Centroamericana de Transport Marítimo, Convention on Biological Diversity, Convention on Migratory Species, Convention of the Protection of the Marine Environment of the Baltic Sea Area (HELCOM), European Commission, Food and Agriculture Organization of the United Nations (FAO), Global Environment Facility (GEF), International Maritime Organization (IMO), International Ocean Institute, Permanent Commission for the South Pacific, Partnership in Environmental Management for the Seas of East Asia, Permanent Secretariat of the Black Sea Commission, Ramsar Convention, Regional Organization for the Conservation of the Red Sea and Gulf of Aden, South Asia Cooperative Environment Programme, United Nations Development Programme (UNDP), UNDP-GEF Black Sea Ecosystem Recovery Project, United Nations Division for Ocean Affairs and the Law of the Sea, United Nations Environment Programme (UNEP), UNEP Tongji Institute of Environment for Sustainable Development, United Nations Educational, Scientific and Cultural Organization (UNESCO), UNESCO Institute for Water Education, UNESCO International Oceanographic Commission, UNESCO Water Centre for the Humid Tropics of Latin America and the Caribbean, United Nations Human Settlements Programme (UN-Habitat), United Nations Industrial Development Organization (UNIDO), United Nations Inter-Agency Secretariat of the International Strategy for Disaster Reduction, World Bank, World Health Organization (WHO).

10. The following non-governmental organizations and other bodies were represented: All China Environment Federation, Al Taher Group, Bangladesh Centre for Advanced Studies, Beijing Landa Aquarium Company, Centre for Environment Education, Chukyo University, Global Forum on Oceans Coasts and Islands, Flanders Marine Institute, Innovation Centre for Energy and Transportation, International Waters Learning Exchange and Resource Network, Mexican Institute of Water Technology, National Oceanography Centre, National Polytechnic Institute, Ningbo Municipal Development and Reform Commission, Ocean Policy Research Foundation, Seine-Normandy Water Agency, Social Aid, Stakeholder Forum for a Sustainable Future, The World Conservation Union (IUCN), Third Institute of Oceanography (China), Tsinghua University, University of Michigan, University of Rhode Island, University of the Aegan, University of Western Cape, World Ocean Network.

B. Election of officers

11. Mr Zhou was elected President of the session by acclamation. The following were also elected by acclamation as officers of the session:

Vice-Chair:	Ms. Lucia Ana Varga (Romania)
Vice-Chair:	Ms. Rejoice Mabudafhasi (South Africa)
Vice-Chair:	Mr. Ferguson Theophilus John (Saint Lucia)
Rapporteur:	Mr. Thomas Laughlin (United States of America)

C. Adoption of the agenda

12. The Intergovernmental Meeting adopted the following agenda on the basis of the provisional agenda submitted by the secretariat (UNEP/GPA/IGR.2/1):

1. Opening of the session.
2. Organization of the session:
 - (a) Election of officers;
 - (b) Adoption of the agenda;
 - (c) Organization of work.
3. Opening of poster exhibit
4. Day one. National implementation in action:
 - (a) Opening panel discussion on the way forward with national programmes of action;
 - (b) Parallel breakout groups:
 - (i) Group A: Mainstreaming the Global Programme of Action into national development planning;

- (ii) Group B: Financing the implementation of the Global Programme of Action;
 - (iii) Group C: Strengthening legislative and institutional frameworks to further the implementation of the Global Programme of Action.
- 5. Day two. Partnerships – mainstreaming the Global Programme of Action:
 - (a) Report from day one;
 - (b) Introduction to the partnerships day;
 - (c) Parallel partnership workshops.
- 6. Day three. Building a common agenda:
 - (a) Report from day two;
 - (b) Review of accomplishments, focussing on progress in implementing the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities at the international, regional and national levels in the period 2002–2006;
 - (c) Discussion on the document entitled “Guidance to the implementation of the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities for 2007–2011: Global Programme of Action contribution to the internationally agreed goals and targets for the sustainable development of oceans, coasts and islands”;
 - (d) Discussion on the programme of work of the United Nations Environment Programme Global Programme of Action Coordination Office for 2007–2011;
 - (e) Discussion on the draft elements of a Beijing declaration on furthering the implementation of the Global Programme of Action.
- 7. Ministerial segment:
 - (a) Opening statements:
 - (i) Opening remarks by the representative of the People’s Republic of China;
 - (ii) Opening remarks by the representative of the United Nations Environment Programme.
 - (b) Report from days one to three;
 - (c) Ministerial/high-level discussion:
 - (i) Presentations and moderated debate on the importance of oceans, coasts and islands and their associated watersheds, and the way forward;
 - (ii) Parallel regional groups on building momentum and partnerships.
 - (d) Presentation of the Chair’s summary of discussions at the ministerial/high-level segment;
 - (e) Adoption of the Beijing Declaration on Furthering the Implementation of the Global Programme of Action.
- 8. Other matters.
- 9. Adoption of the report of the session.
- 10. Closure of the session.

D. Organization of work

13. It was agreed that the session should be divided into two segments: a multi-stakeholder segment from Monday 16 October to Wednesday 18 October, to consider items 1 to 6 of the provisional agenda; and a ministerial segment on Thursday 19 October and Friday 20 October, to consider items 7 to 10.

14. It was also agreed that the session should work in plenary and through parallel breakout groups and that an open-ended drafting group should be set up to consider the proposed Beijing declaration on furthering the implementation of the Global Programme of Action, under the chairmanship of Ms. Mara Murillo (Mexico).

15. It was further agreed that during the first segment, parallel breakout groups would be convened to consider the three main focus areas: mainstreaming the Global Programme of Action into national development planning; financing the implementation of the Global Programme of Action; and strengthening legislative and institutional frameworks. The key outcomes of those groups would be reported back to plenary for consideration. A summary of key points would be forwarded to the ministerial segment and included in the report of the session.

16. In view of the desire to encourage an interactive process and the wish to identify several concrete implementation activities, the Meeting also resolved to hold 19 partnership workshops during the first segment. The results of those workshops would also be reported back to plenary, forwarded to the ministerial segment and included in the report of the session. A summarized version of those results is set out in annex II to the present report.

17. In keeping with the goal of identifying practical next steps to implement the Global Programme of Action, the Meeting agreed that a portion of the ministerial segment would take the form of roundtable discussions focused on what actions would be needed to implement the proposed Beijing declaration.

E. Side events

18. In the margins of the session, a number of side events were organized to provide further insight into issues considered, including the following: Developing stakeholder input to the second session of the Intergovernmental Review Meeting; China Forum; Arctic Circle; Reactive nitrogen in the environment; Global Environment Facility; East Asian Seas Regional Forum; Guinea Current Large Marine Ecosystem; Advancing the oceans, coasts, small island developing States and freshwater agenda in the next decade: Key issues and opportunities. In addition to the above, a recent documentary entitled “Cold Water Coral Reefs” was shown.

19. Participants at the meeting on the Russian Arctic commended progress achieved and encouraged implementation of the second phase of the project.

20. The Global Environment Facility (GEF) and its International Waters projects addressed Global Programme of Action issues through information sharing and learning through the GEF International Waters Learning Exchange and Resource Network project.

21. Participants at the Reactive Nitrogen side event reviewed the draft document entitled, “A Non-Technical Review of Reactive Nitrogen in the Environment”, prepared by UNEP and the Woods Hole Research Centre. The participants recommended that the document be substantially revised and suggested that the Coordination Office organize an international platform for information sharing on nutrients and their impact on the marine environment.

22. At the Global Forum on Oceans, Coasts and Islands side event, representatives dealing with marine and freshwater issues discussed the global water agenda. They underlined the importance of continuing to address the natural interlinkages between marine and freshwater management approaches and of facilitating closer interaction between the marine and freshwater communities.

23. Building on the feedback received at their side event and through further electronic consultations, the Stakeholder Forum prepared a submission, which was presented to the Meeting and is set out in annex III to the present report.

III. National implementation in action

A. Opening panel discussion on the way forward with national programmes of action

24. Introducing the topic of national implementation of the Global Programme Action, Ms. Vandweerd gave an overview of the goals of the first day of the current session and presented the recently published report, “Protecting coastal and marine environments from land-based activities: a guide for national action”. She noted that the guide, which was a revision of the 2002 UNEP handbook on the development and implementation of national programmes of action, emphasized the importance of implementing national programmes of action and included various concrete examples and lessons learned during the previous five years.

25. In her capacity as vice-chair of the session, Ms. Lucia Ana Varga (Romania), moderated presentations by representatives of six countries on developing and implementing national programmes of action for the marine environment. Presentations were made by Mr. Francisco Arias, Director of the Institute of Marine and Coastal Research, Colombia; Ms. Ulla Kaarikivi-Laine, Director (Water Issues and Rural Environmental Protection), Ministry of Environment, Finland; Mr. Pradeep Kumar Rawat, Deputy Chief of Mission, Embassy of India to China; Mr. Anil Kumar Bachoo, Minister of Environment, Mauritius; Ms. Rejoice Mabudafhasi,

Deputy Minister of Environmental Affairs and Tourism, South Africa; and Mr. Conrad Lautenbacher, Undersecretary of Commerce for Oceans and Atmosphere and Administrator of the National Oceanic and Atmospheric Administration, United States of America.

26. The presentations and ensuing discussions produced a broad range of ideas, from which several common themes emerged.

27. The design of national programmes clearly depended on the establishment of global, regional and national legal and policy frameworks, including the involvement of the national executive authority, coordination between national and subnational government bodies, and international cooperation through activities such as the regional seas programmes. Alongside government commitments, participation of the scientific community and civil society in an inclusive process of discussion and analysis was found to be crucial. Both Colombia and Finland, for example, engaged in multi-year consultative processes to engender a broad-based scientific consensus and social commitment to their efforts to improve the Baltic and Caribbean Sea environments. Successful implementation of national programmes required partnerships such as those developed for the Caribbean through the White Water to Blue Water partnership initiative.

28. Further efforts were needed to demonstrate and clarify the linkages connecting the marine environment to human health and economic activity as this could be important to ensure participation by a broader set of government ministries. Such involvement was essential to secure financing for national programmes, whether from domestic sources or from international donors. An ecosystem-based approach, demonstrated in the South African Benguela Large Marine Ecosystem programme and by the United States in its programmes for the Chesapeake Bay and the Gulf of Mexico, had the advantage of addressing regional issues while also examining multisectoral factors that affected the status of the marine environment. It was also recognized that successful national programmes were science-based, included a strong monitoring component and were designed to change over time in response to new information.

29. While several common elements were identified, the importance of national and regional differences, such as cultural values or geographic realities, was also recognized. For example, the population of a small island developing State such as Mauritius faced the immediate effects of marine degradation. By contrast, in a large State such as India, the land-based sources of marine pollution were often distant from the coastline, and stronger policy and administrative mechanisms were required to promote and sustain preventive and corrective measures.

B. Parallel breakout groups

30. When it resumed its deliberations in plenary session with Ms. Lucia Ana Varga (Romania) in the chair, the Meeting heard reports from the chairs of the three breakout groups.

31. Ms. Dagmara Berbalk (Germany) reported on behalf of the group on mainstreaming the Global Programme of Action into national development planning; Mr. Magnus Johannesson (Iceland) presented findings from the group on financing the implementation of the Global Programme of Action; and Ms. Elizabeth Thompson (Barbados) delivered the report of the group on strengthening legislative and institutional frameworks to further the implementation of the Global Programme of Action.

32. Major themes for national programmes of action highlighted in the three reports included the need for cross-sectoral partnerships, use of an ecosystem approach, coordination between national programmes and regional environmental efforts, and scientific basis for action through on-going monitoring of the marine environment. The consolidated report of the three breakout groups is available in annex I to the present report.

33. The themes identified in the three reports strongly reflected the ideas and themes that had emerged in the opening panel discussion, indicating a growing and increasingly shared body of knowledge about how to implement the Global Programme of Action.

34. In the ensuing discussion, representatives also called attention to households as land-based sources of marine pollution. Fees collected from households might provide a domestic source of financing environmental programmes, under the "polluter pays" principle that was already applied to industry. Armed conflicts were also identified as causes of marine degradation, both for direct action such as attacks on oil transport systems and for the diversion of resources from environmental management. International assistance in providing a methodology for economic valuation for ecosystem resources and services was also noted as useful, as was an international review of national programmes of action for the effective implementation of the Global Programme of Action.

IV. Partnerships – mainstreaming the Global Programme of Action

35. In acknowledgement of the crucial role played by many non-state actors, including non-governmental organizations and the private sector in implementing the Global Programme of Action, either through their own activities or in partnership with Governments and other stakeholders, a number of partnership workshops were held throughout the second day of the session, on the theme “mainstreaming the Global Programme of Action”.

36. When it resumed its deliberations in plenary session under this item, with Ms. Mabudafhasi (South Africa) in the chair, the Meeting heard a report from Mr. David Osborne (Australia) on the outcomes of the partnership workshops.

37. He said that during the parallel partnership workshops, conducted on Tuesday 17 October, representatives had explored a broad range of partnerships under the general theme of “mainstreaming the Global Programme of Action through partnerships”. The workshops had discussed successes to date, lessons learned and courses of action for the partnerships in the coming years.

38. In the context of the Global Programme of Action, the workshops had observed the effectiveness of the partnerships as a means to:

- (a) Engage stakeholders (including the general public);
- (b) Rally organizations to adopt coordinated and innovative approaches;
- (c) Exchange information;
- (d) Overcome obstacles and foster successful practices;
- (e) Facilitate systematic collaboration;
- (f) Leverage policy, legal or institutional reform;
- (g) Share resources and secure additional investments;
- (h) Prioritize activities;
- (i) Increase political support; and
- (j) Expand the reach and effectiveness of programmes.

39. The workshops had demonstrated that the various types of partnership in operation could provide flexible frameworks for addressing conflicting usage of marine and coastal resources and increasing awareness of coastal and marine issues. Partnerships provided a mechanism to increase capacity for addressing land-based sources of marine pollution and promoting new paradigms for freshwater, coastal and marine management. Products of partnerships included decision-making or decision support tools, new global and regional standards, and pragmatic directions for the partners involved.

40. Clarity of purpose or a common goal was a central characteristic of partnerships that had successfully mainstreamed the objectives the Global Programme of Action. Successful partnerships inspired participants to generate new ideas and explore synergies. They remained simple in their delivery, despite complex and multi-dimensional problems. In successful partnerships there was unambiguous assignment of specific responsibilities to accountable partners and clear performance objectives with measurable indicators of performance.

41. The workshops emphasized that the development of robust and targeted partnerships was key to the successful implementation of the Global Programme of Action at the national, regional and global levels. In that regard, the UNEP Global Programme of Action Coordination Office could play a very effective role in brokering and supporting partnerships at the global and regional levels. Furthermore, partnerships between different sectors of society could and should be a significant component of efforts to implement the Global Programme of Action at the national level.

42. Many of the issues and ideas that were raised during the subsequent discussion in plenary matched those considered in the partnership workshops themselves. A description of the partnership workshops' discussions is set out in annex II to the present report.

V. Building a common agenda

A. Review of accomplishments, focusing on progress in implementing the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities at the international, regional and national levels in the period 2002–2006

43. Ms. Vandeweerd provided a presentation of progress that had been achieved in implementing the Global Programme of Action during the period 2002–2006, summarizing the information contained in document UNEP/GPA/IGR.2/2. She stressed that the Global Programme of Action Coordination Office could play a catalytic, facilitating role in future implementation but that progress would depend on the sustained determination of national Governments. She outlined various sources of information on the status of Global Programme of Action implementation and briefly summarized achievements to date, highlighting the integration of the Programme into the international environmental agenda, the establishment of strategic partnerships with other international bodies, and the various ways in which regional and national implementation of the Programme had been achieved. She described improvements to the Coordination Office's outreach material, including improvements to the Global Programme of Action clearing house, and concluded by affirming that lessons learned since the last session of the Meeting were reflected in the Global Programme of Action programme of work for the period 2007–2011.

44. During the ensuing discussions, many representatives praised the Global Programme of Action Coordination Office for its success in furthering implementation of the Programme and facilitating valuable partnerships. In that context, several representatives described progress that their countries had made in domestic implementation of the Programme and their development of national action plans. Representatives also suggested various ways in which implementation could be strengthened. Several highlighted waste-water management as a key threat and stressed the need for adequate and sustainable funding to address the problem, as well as a greater focus on evaluating potential costs and benefits. Ecosystem-based approaches should be adopted that recognized the importance of coastal areas to economic growth and human welfare. There were also calls for a greater focus on the provision of capacity-building and technology support assistance to countries, notably in the area of waste-water treatment.

45. Several representatives stressed the need for collaboration between stakeholders at all levels and urged UNEP to help facilitate more links among countries and with organizations. One suggested, however, that coordination between global, regional and national programmes of work was currently inadequate and called specifically for more cooperation at the regional level, particularly in the administration of GEF funded projects. Another representative suggested that more regional workshops could be held to assess the status of the coastal and marine environment; that regional land-based activity protocols should be updated; and that the Coordination Office should support and implement pilot projects in the context of national programmes. Looking forward to implementation of the 2007–2011 programme of work, one representative stressed the need to learn from the lessons of the previous five years while another proposed the next session of the Meeting be conducted ahead of schedule in order to review progress sooner. It was also stressed that the Programme should be kept flexible enough to respond rapidly to donors' needs.

B. Discussion on the document entitled “Guidance to the implementation of the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities for 2007–2011: Global Programme of Action contribution to the internationally agreed goals and targets for the sustainable development of oceans

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