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## United Nations Environment Programme

**Intergovernmental Review Meeting on the  
Implementation of the Global Programme of Action  
for the Protection of the Marine Environment  
from Land-based Activities  
Third session  
Manila, 25–27 January 2012**

### **Draft report of the third 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 third 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 decision 26/6 of 24 February 2011, by which the Governing Council requested the Executive Director to proceed with organizing the third session, working to ensure that participation was as broad as possible and, to that end, urged all Governments to be actively involved in the intergovernmental review process and, where possible, to make financial contributions to defray costs associated with that meeting.
2. The third session of the Intergovernmental Review Meeting was held at the EDSA Shangri-La Hotel, Manila, from 25 to 27 January 2012. It consisted of a technical segment, held on 25 January, and a high-level segment, held on 26 and 27 January.

#### **Part One: Technical segment**

##### **I. Opening of the technical segment**

3. The technical segment was opened at 10.25 a.m. on Wednesday, 25 January 2012. Opening statements were delivered by Ms. Amina Mohamed, Deputy Executive Director, UNEP, and Ms. Analiza Rebuelta Teh, Under-Secretary and Chief of Staff, Department of Environment and Natural Resources, Government of the Philippines.
4. The Deputy Executive Director, in her statement, welcomed the participants and thanked the Government and people of the Philippines for hosting the meeting. She said that UNEP and the Philippines enjoyed a long history of cooperation on environmental issues. With a coastline of some 40,000 kilometres, the Philippines had strongly advocated programmes related to coastal and marine issues, including the Global Programme of Action, and had made great strides in implementing the Programme at the national level.

5. The current session afforded an opportunity to discuss issues of consequence for all countries. Oceans had global relevance, even for countries lacking a coastline, given the significant role that they played in matters of worldwide importance, such as climate change and the long-distance transport of pollutants, and given the impact of land-based activities on the marine environment. Human activities on land, along with rising poverty and population growth, were placing increased pressure on the health of coastal and marine systems. At the second session of the Intergovernmental Review Meeting, held in Beijing in 2006, the participants had agreed that over the period 2007–2011 the focus should be on mainstreaming implementation of the Global Programme of Action within national development and budgetary mechanisms. In addition, in the Beijing Declaration on Furthering the Implementation of the Global Programme of Action they had urged that additional efforts should be made to address point and non-point sources of polluting nutrients. To support those aims, regional workshops had been organized to afford policymakers the opportunity to recognize the contribution by coastal and marine resources to national gross domestic product and livelihoods, and a number of countries had achieved progress in integrating management of coastal and marine resources into wider national development frameworks. Lastly, outlining the various initiatives taking place globally, she said that it was important to sustain momentum to improve the health of oceans and coastal ecosystems.

6. In her statement, Ms. Teh said that at the recent Global Conference on Land-Ocean Connections the participants had recognized that there was a need to enhance the current approach to integrated coastal management by viewing it as an opportunity to achieve economic growth without compromising the environment. She drew attention to the recent UNEP report entitled “The Green Economy in a Blue World”, which showed that green investments in the marine and coastal environment could result in economic and social benefits, including in such sectors as fisheries and aquaculture, marine transport, marine-based renewable energy, coastal tourism and mineral exploitation. Noting that the focus of the second session of the Intergovernmental Review Meeting had been on mainstreaming implementation of the Programme in national planning and budgetary mechanisms, she said that the current session would consider the role of the Programme as a strategic policy platform aiming to accelerate national implementation through integrated coastal management and other initiatives. Such a process would require further capacity-building, the development of global and regional partnerships, monitoring activities, access to financing mechanisms and sharing of information across sectors. In conclusion, the key was to take local actions to link the upstream and downstream dimensions on a large scale.

7. Following those statements, a certificate of recognition was presented to Mr. Alfred Duda, Senior Adviser, Global Environment Facility, for his contribution to the protection of the marine environment by securing funding through the international waters focal area of the Global Environment Facility.

## **II. Organizational matters**

### **A. Election of officers**

8. At the opening meeting of the technical segment, the following officers were elected, by acclamation, to the Bureau:

Chair:	Mr. Ramon J. P. Paje (Philippines)
Vice-Chairs:	Ms. Ydalia Acevedo (Dominican Republic)
	Ms. Tatiana Tetrakova (Russian Federation)
	Ms. Rejoice Mabudafhasi (South Africa)
	Mr. Joe Murphy (United States of America)

9. Ms. Acevedo agreed also to serve as rapporteur.

### **B. Adoption of the agenda**

10. The following agenda for the technical segment was adopted on the basis of the provisional agenda contained in document UNEP/GPA/IGR.3/1, as orally amended:

1. Opening of the technical segment.
2. Organizational matters:
  - (a) Election of officers;
  - (b) Adoption of the agenda;

- (c) Organization of work.
  3. Global Conference on Land-Ocean Connections.
  4. Review of implementation of the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities at the international, regional and national levels.
  5. Policy issues in relation to the further implementation of the Global Programme of Action.
  6. Programme of work of the Global Programme of Action Coordination Office for 2012–2016.
  7. Other matters.
  8. Closure of the technical segment.
11. The following agenda for the high-level segment was adopted on the basis of the provisional agenda contained in document UNEP/GPA/IGR.3/1, as orally amended:
1. Opening of the high-level segment.
  2. Policy issues in relation to the further implementation of the Global Programme of Action.
  3. Programme of work of the Global Programme of Action Coordination Office for 2012–2016.
  4. Adoption of the ministerial declaration.
  5. Adoption of the report of the session.
  6. Closure of the session.

### C. Organization of work

12. Since the session was convened under the auspices of the Governing Council of UNEP, the rules of procedure of the Governing Council applied, *mutatis mutandis*, to the proceedings.
13. The representatives agreed that the session should be divided into a technical segment, to be held on Wednesday, 25 January 2012, and a high-level segment, to be held on Thursday, 26 January, and Friday, 27 January 2012. The discussions would take the form of plenary meetings to be held from 10 a.m. to 1 p.m. and from 3 p.m. to 6 p.m. Working groups would be established as necessary, taking into account the needs of small delegations.

### D. Attendance

14. Representatives of the following States participated in the session: *[To be completed]*
15. The following United Nations bodies and specialized agencies were represented: *[To be completed]*
16. The following intergovernmental organizations were represented: *[To be completed]*
17. A number of non-governmental organizations were represented. Their names may be found in the list of participants, which is set out in document [ ].

## III. Global Conference on Land-Ocean Connections

18. Mr. Raphael Lotilla and Ms. Wendy Watson-Wright, the co-chairs of the Global Conference on Land-Ocean Connections held on 23 and 24 January 2012, presented a summary of the Conference, as set forth in an information document.
19. The representatives took note of the information provided.

#### **IV. Review of implementation of the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities at the international, regional and national levels**

20. The representative of the secretariat drew attention to the note by the secretariat on progress in implementing the Global Programme of Action at the national, regional and international levels over the period 2007–2011 (UNEP/GPA/IGR.3/2).

21. In the ensuing discussion, referring to wastewater management, a number of representatives highlighted the high cost of wastewater treatment. One said that the Programme should promote the development of inexpensive treatment technologies. Another called for the provision of guidance in developing low-cost options for tackling wastewater pollution and information on sound management practices so as to raise public awareness of the issue. As to marine litter, one representative stressed the important role of UNEP in providing institutional support mechanisms and in mobilizing financial resources. Rather than developing new policy initiatives, those already in place should be revisited and made more effective, and resources should be allocated to implementing pilot projects where most needed.

22. The representatives took note of the information provided.

#### **V. Policy issues in relation to the further implementation of the Global Programme of Action**

23. The representative of the secretariat drew attention to the note by the secretariat on policy guidance for implementing the Global Programme of Action over the period 2012–2016 (UNEP/GPA/IGR.3/3).

24. In the ensuing discussion, emphasis was laid on the establishment of global partnerships focusing on particular pollution source areas – nutrients, wastewater and marine litter – with general support expressed for their aims. One representative said that they would facilitate the best use of resources and have a greater impact on the implementation of the Global Programme of Action.

25. Several representatives drew attention to specific threats to the marine and coastal environment. One warned of the dangers posed by the transport of hazardous materials and the dumping of electronic waste in developing countries. Developed countries should control exports of wastes and ensure that they were treated or managed at source, where sufficient capacity existed. The Global Programme of Action and other stakeholders should assist developing countries properly to dispose of stocks and to take steps to control imports. Another bemoaned the problems caused by mines, stressing that marine life had to be protected, and a third said that small island States were threatened by pollution, calling for efforts to combat that scourge to be put at the forefront of the Programme. Yet another called for assistance and advice to be provided to his Government in the face of the problems that it was experiencing with marine litter and wastewater treatment, among others.

26. A number of representatives expressed support for the idea of prioritizing the Programme's source categories in order to guide resource mobilization and expenditure. One welcomed the emphasis laid on marine litter and warned of the dangers of physical alteration and destruction of habitats, while another endorsed integrated coastal management and ecosystem-based approaches and called for developed countries to provide technology and grants to developing countries on non-commercial terms in order for the world to become free of waste as swiftly as possible. A third said that nutrients, wastewater and marine litter should be the priority source categories for the period 2012–2016. One lauded the emphasis laid on efficiency in use of resources and the need to reduce pollution, suggesting that reference should be made to the need to change unsustainable consumption and production patterns with a view to reducing pollution and improving the use of ecosystem resources. Yet another suggested that shipbreaking should be included in the list of source categories, given that it was an activity carried out in coastal zones and was highly polluting.

27. One representative described a partnership between an agency of his Government and the Global Programme of Action to assist other countries, while another advocated the effective implementation of relevant international conventions, including those on the marine and coastal environment and on ballast water. A third called for cooperation at multiple levels to reach a common solution, saying that, rather than merely raising public awareness, there was a need to build capacity and to give people another way of life that would draw them away from polluting activities. One representative described work undertaken by his Government to implement its national programme of

action, offering to share its experience in that regard with a view to successful replication in other countries.

28. One representative said that the important link between water quality and impacts on human health should be better affirmed. Through the partnerships established under the Global Programme of Action, such as those on nutrients and wastewater partnerships, the Programme should clearly demonstrate the importance of ecosystem-based approaches to managing coastal areas and water resources.

29. Some discussion took place regarding the establishment of a Bureau at the current session that would continue to function after the session and would play a role in receiving regular reports from the partnerships and in providing a conduit back to them. One representative welcomed the proposal while cautioning that funding for the Bureau should come from existing resources or voluntary contributions and that its establishment should not detract from actual implementation of the work programme. Another said that the Bureau would enable countries to take stock of progress between global meetings and tackle emerging issues in a timely manner.

30. The representatives took note of the information provided.

## **VI. Programme of work of the Global Programme of Action Coordination Office for 2012–2016**

### **A. Programme of work**

31. The representative of the secretariat drew attention to the note by the secretariat on the proposed programme of work of the Global Programme of Action Coordination Office for 2012–2016 (UNEP/GPA/IGR.3/4).

32. In the ensuing discussion, one representative, while expressing support for the focus on nutrient management, marine litter and wastewater management, said that physical alteration and destruction of habitat was another threat meriting urgent attention. In addition, the Global Programme of Action should provide greater guidance to assist countries in implementing their national programmes of action, particularly with regard to setting clear goals and objectives and involving stakeholders in programme design and direction. He expressed support for the concept of ecosystem service valuation, while saying that the development of methodologies for valuation would be better achieved through partnership with experts, for example from academia, with more appropriate skills.

33. Another representative proposed some readjustment of the activities for the three priority areas and urged caution in ensuring an efficient distribution of work between the Coordination Office and the Bureau. A third said that explicit mention should be made of the role of the private sector in implementing all priority areas of the programme of work, including through the development of incentives to encourage the private sector to adopt more environmentally friendly practices.

34. With regard to nutrients, one representative favoured the proposal to set targets for their use. Others, however, expressed misgivings, saying that targets should be set by countries or through binding mechanisms or regional arrangements, where appropriate, rather than in the Programme.

35. Resource availability was raised as a key concern. One representative called upon developed countries to provide financial assistance and waste treatment technologies for developing countries. Another called for the involvement of the private sector within the framework of the green economy in investment in environmentally friendly technologies. A third expressed concern at the financial implications of the implementation of the programme of work; urging fiscal restraint, he welcomed UNEP efforts to maintain staffing at previous levels.

### **B. Draft ministerial declaration**

36. The representative of the secretariat drew attention to a conference room paper containing a draft ministerial declaration.

37. Following an initial discussion of the draft declaration in plenary meeting, the representatives agreed to establish a drafting group, chaired by the representative of the Philippines, to finalize the draft declaration for consideration during the high-level segment.

## **VII. Other matters**

38. No other matters were discussed.

## **VIII. Closure of the technical segment**

39. The technical segment was declared closed at 5.50 p.m.

### **Part Two: High-level segment**

#### **I. Opening of the high-level segment**

40. The high-level segment was opened at 10.10 a.m. on Thursday, 26 January 2012. Opening statements were delivered by Ms. Amina Mohamed, Deputy Executive Director, UNEP, and Mr. Ramon J. P. Paje, Secretary of Environment and Natural Resources, Government of the Philippines, on behalf of Mr. Benigno Simeon Cojuangco Aquino III, President of the Philippines.

41. The Deputy Executive Director, in her statement, welcomed representatives and thanked the Government and people of the Philippines for their hospitality. She expressed appreciation to the Governments of Italy, the Netherlands, Norway, Sweden and the United States of America for their financial support, including for facilitating the attendance of representatives of developing countries. The current session aimed to consolidate the gains achieved to date by the Global Programme of Action and to chart the way forward for the future, while keeping in mind the common purpose of protecting the environment while facilitating sustainable growth. She summarized the progress that had been made at the previous sessions of the Intergovernmental Review Meeting, out of which had grown the current focus on sustaining collective efforts to accelerate national implementation of the Programme through integrated coastal management using a results-based approach.

42. While various initiatives to protect coastal and marine ecosystems had been launched globally, those ecosystems continued to be negatively affected by such factors as nutrient and wastewater discharges and marine litter. New conceptual approaches were required, for example through exploration of the links between coastal ecosystem management and the green economy, recognizing that improvement in the quality of the environment went hand in hand with social and economic development. Such a wide-ranging agenda required adoption of a multi-stakeholder approach, bringing together Governments, the private sector, academic institutions, civil society and others. Such partnerships would assist in the sharing of best practices, technology transfer, and setting up pilot projects, with the support of UNEP and the Global Programme of Action. That support would be facilitated by the proposed establishment of a Bureau of regional representatives tasked to oversee the implementation of the Programme during the intersessional period. In conclusion, she stressed that, while the world faced considerable uncertainty, including financial turmoil, it should not be forgotten that protection of fragile ecosystems and diminishing species was just as important as the protection of fragile economies.

43. The President of the Philippines, in his statement delivered by Mr. Paje, praised the rigorous and fruitful discussion at the Global Conference on Land-Ocean Connections and at the technical segment. The active engagement of representatives from a wide range of sectors, including scientists, policymakers and members of civil society, was vital for the successful implementation of the Global Programme of Action. Various innovative solutions to coastal and marine issues were emerging from that exchange of ideas, as were promising approaches, including regional seas management and valuation of coastal and marine ecosystem services. Such developments were of particular significance in the lead-up to the United Nations Conference on Sustainable Development, to be held in Rio de Janeiro, Brazil, in June 2012. The Global Environment Facility and United Nations agencies had a significant role to play in forging an agenda that connected upstream and downstream management and in developing a policy-driven, ecosystem-based coastal planning and management framework. A more flexible outlook was required, based less on previous sectoral divisions and more on partnership, including at the regional level. In conclusion, he noted that the ministerial declaration that would emerge from the current session embodied the commitments and principles of the Global Programme of Action and signified the resolve to take the necessary action to protect the marine environment from land-based activities.

#### **II. Policy issues in relation to the further implementation of the Global Programme of Action**

44. The Deputy Executive Director delivered a policy statement in which she said that the Global Programme of Action specifically tasked national Governments to oversee its implementation through intergovernmental review, as at the current session. Between scheduled meetings, however, Governments could discuss emerging issues intersessionally, and such activities could contribute to

more coordinated actions among countries in discharging their responsibilities under the Programme. While Governments had put great effort into the implementation of the Programme, the time was ripe to demonstrate specific impacts through focused efforts by multiple stakeholders to attain common targets. Prioritization was necessary to achieve those targets, and the programme of work had identified management of nutrients, marine litter and wastewater discharge as meriting particular attention, given their contribution to the degradation of the marine and coastal environment, and that they were areas where the interests of stakeholders converged. Various initiatives and programmes on coastal zone management at the national and regional levels were increasingly adopting the approaches advocated by the Global Programme of Action, and those efforts should be consolidated to achieve demonstrable outcomes.

45. Following that policy statement, the representative of the secretariat drew attention to the note by the secretariat on policy guidance for implementing the Global Programme of Action over the period 2012–2016 (UNEP/GPA/IGR.3/3).

46. In the ensuing discussion, all the representatives who spoke thanked the Government and people of the Philippines for their hospitality in hosting the current session. Many expressed wholehearted support for the Global Programme of Action and welcomed the focus in the programme of work for the coming five years on the three key pollutant sources: nutrients, marine litter and wastewater. One noted that focus reflected her country's experience in a difficult economic climate where it was necessary to concentrate resources on those pollutants that posed the greatest threat to coastal resources.

47. Appreciation was also expressed for the emphasis on the development of partnerships to promote the priorities of the programme of work, dissemination of knowledge and capacity-building. It was noted that key stakeholders, including the private sector and civil society, should be involved to ensure the effective implementation of the Programme. One representative suggested that the Programme should not set specific targets for effluent reduction and should remain non-binding; targets were better defined at the national level or through regional agreements.

48. A number of representatives expressed appreciation for the proposal to establish a Bureau to maintain and oversee implementation of the Programme during intersessional periods. One called for the Programme's clearing-house mechanism to be used to disseminate key guidance documents, share best practices and demonstrate lessons learned in the implementation of the Programme.

49. Several representatives gave examples of progress in their countries, including development of a green economy approach to tackling coastal pollution and integration of pollution prevention into national planning. One drew attention to the advantages of the green economy in finding ways to use pollutants through recycling and in reducing waste generation. Another spoke in support of the Honolulu Commitment, calling for further steps to tackle the problem of plastic marine litter such as turning that waste product into a resource and setting targets for its reduction.

50. Other representatives raised issues facing their countries in tackling freshwater, coastal and marine water degradation. A number, including representatives of landlocked countries, called for better management of upstream freshwater sources as recommended at the Global Conference on Land-Oceans Connections. Several representatives of developing countries raised the issue of their insufficient capacity to deal with coastal pollution resulting from uncontrolled urbanization and dumping of toxic waste, calling for the pooling of efforts through partnerships and cooperation to find economic and environmentally sound solutions. To that end, one representative recommended that regional development banks should be involved in future sessions of the Intergovernmental Review Meeting. Others highlighted the need for training and education and expressed appreciation for assistance already received under the Programme in that area.

51. A number of representatives drew attention to other areas that they wished to see better covered under the Programme, such as the link between water quality and the impact on human health, which was a significant and costly problem worldwide; illegal dumping of hazardous chemicals and wastes, including nuclear waste and electronic wastes, which were other major sources of pollution; transboundary pollution from sources such as mining; and the introduction of alien invasive species into marine waters via sewage and freshwater sources.

52. The representatives took note of the information provided.

### **III. Programme of work of the Global Programme of Action Coordination Office for 2012–2016**

53. The representative of the secretariat described document UNEP/GPA/IGR.3/4: Proposed programme of work of the United Nations Environment Programme Global Programme of Action Coordination Office for 2012–2016.

54. The representatives decided that important elements from that document had been well reflected in the Manila Declaration and that the Declaration would serve as a guide to the Global Programme of Action Coordination Office in developing projects and activities in line with the Declaration.

### **IV. Adoption of the ministerial declaration**

55. The chair of the drafting group established during the technical segment presented the draft ministerial declaration.

56. The Manila Declaration on Furthering the Implementation of the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities, as adopted, is set out in annex [ ] to the present report.

### **V. Adoption of the report of the session**

57. *[To be completed]*

### **VI. Closure of the session**

58. *[To be completed]*

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