The Global Programme of Action for the Protection of the Marine Environment from Land-based Activities

Key outputs of the first Intergovernmental Review Meeting.

Montreal, Canada
26 - 30 November 2001

GPA Global Programme of Action for the Protection of the Marine Environment from Land-based Activities

UNEP

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The Commencement of the Global Programme of Action,

November 1995

The major threats to the health, productivity and biodiversity of the marine environment result from human activities on land - in coastal areas and further inland. Some 80% of the pollution load in the oceans originates from land-based activities. This includes municipal, industrial and agricultural wastes and run-off, as well as atmospheric deposition. The marine environment is also threatened by physical alterations of the coastal zone, including destruction of habitats vital to maintaining ecosystem health.

In response to these major problems, 108 governments and the European Commission declared their commitment to protect and preserve the marine environment from the adverse environmental impacts of land-based activities. The Global Programme of Action for the Protection of the Marine Environment from Land-based Activities (GPA) and the Washington Declaration were adopted in 1995, with the United Nations Environment Programme (UNEP) being tasked as Secretariat.

The UNEP/GPA Coordination Office, hosted by the Government of The Netherlands, is located in the coastal city of The Hague.

The GPA is a direct response to the 1992 United Nations Conference on Environment and Development. It implements operational paragraphs 17.25 and 17.26 of the Oceans chapter of Agenda 21 and contributes to the implementation of principles of the Rio Declaration. Many of the activities detailed in the land-based sources of pollution sections of Agenda 21 have been implemented, particularly as they pertain to policy setting, assessment, and identification of priorities for action. The adoption of the GPA was the cumulative result of 13 years of preparatory work, spearheaded by UNEP.

The GPA aims at preventing the degradation of the marine environment from land-based activities by facilitating the duty of States to preserve and protect the marine environment. It is designed to be a source of conceptual and practical guidance to be drawn upon by national and/or regional authorities for devising and implementing sustained action to prevent, reduce, control and/or eliminate marine degradation from land-based activities.

The comprehensive, multi-sectoral approach of the GPA reflects the desire of Governments to strengthen the collaboration and coordination of all agencies with mandates relevant to the impact of land-based activities on the marine environment, through their participation in a global programme.

IMPLEMENTATION OF THE GLOBAL PROGRAMME OF ACTION

1996-2001

Steady progress has been made in the implementation of the GPA since its adoption in 1995. Particular progress has been achieved in identifying problems requiring action at national and regional levels, and in furthering the objectives of regional cooperation, including the conclusion of two legally binding agreements on land-based activities in the Caribbean and Mediterranean regions. Integrated Coastal Area Management and Environmental Impact Assessments are widely applied, and new legislation has been adopted to protect coastal zones and the marine environment.

Progress has been slower when it comes to mobilising the necessary financial and human resources to actually address land based sources of pollution, building capacities, and developing the necessary institutional arrangements at national and regional levels to ensure coordination and cooperation between relevant sectoral institutes and programmes, involving other partners.

Deficient governance, including the lack of awareness of the economic, social and environmental impact of land-based activities, and the lack of political will to address the long term consequences of the ongoing coastal and marine degradation, combined with the lack of financing and fundable technologies are the major issues hindering the effective implementation of the GPA.

The period between the 1995 Washington Conference and the First Intergovernmental Review meeting of the GPA has included the necessary stages of assessment and planning in most of the regions. The time has now come to move from planning to action and thus implement the GPA beyond its initial stages.

First Intergovernmental Review Meeting

November 2001

Representatives from 98 countries, including Ministers and other high level officials, with the valued contribution of numerous United Nations bodies, intergovernmental organizations and non-governmental organizations, convened in Montreal, Canada, from 26-30 November 2001, to review the implementation of the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities since its adoption in November 1995, and to chart the way forward. The meeting commended the 2002-2006 work programme of the GPA Coordination Office, with a focus on moving from planning to action, soliciting stakeholder involvement, exploring alternative solutions to priority problems, and mainstreaming the GPA. The meeting focused substantively on the issues of municipal waste-water, integrated coastal and oceans governance, building partnerships and financing the implementation of the GPA.

The central role of national governments in implementing the Global Programme of Action was reaffirmed, and the critical role of the respective Regional Seas programmes in facilitating coordination was highlighted. The requirement for new partnerships, new approaches and integrated processes to implement the Global Programme of Action in a cost effective and sustainable manner was underscored.

Similarly, the urgent need to integrate coastal resource management and the requirements of coastal zone protection, with river basin management, was stressed.

The need for Governments to develop cooperative partnerships with international financial institutions, international organizations, the private sector, non-governmental organizations, and other major stakeholders with a pivotal role to play in the implementation of the Global Programme of Action, was emphasized. Similarly, there was general agreement that it is essential to mainstream the objectives of the Global Programme of Action into Governments' national development programmes.

The meeting observed that many countries had made strong commitments to cleaner water and pollution control, yet lacked the financial resources to follow up on those commitments. Consequently, the meeting was in agreement that there is a need to mainstream the objectives of the Global Programme of Action into the work programmes and plans of the major financial institutions, including the Global Environment Facility.

The participants of the Montreal meeting endorsed far-reaching steps to move the GPA beyond its planning phase. The meeting squarely addressed the major impediments to the implementation of the GPA: lack in financing and shortcomings in governance. It focussed on the major

pollutant source affecting the social and economic well being of the coastal population: ***untreated sewage/-wastewater.***

The meeting recognised that

- present models of coastal development need change,
- new and innovative sources of funding are required,
- the objectives of the GPA need to be mainstreamed into national development plans and financial arrangements, and
- people and their governments must be mobilised in new partnerships.

The meeting positioned the GPA to become an instrument for such change, focussing on concrete action and exploring alternative approaches to business-as-usual. It positioned the GPA as a national and regional rallying point for institutional, financial, technological and regulatory cooperation and partnerships, involving all relevant sectors of society, including the private sector and the financial institutes.

Participants endorsed the function of the UNEP/GPA Coordination Office as service provider to public authorities for strengthening their capacity to assess and implement alternative approaches and procedures when addressing long standing pollution problems; and as a neutral convenor of the relevant stakeholders to jointly work on problems that pertain to all.

The GPA, by its cross-sectoral and integrated nature, can thus become an instrument and testing ground for new partnerships and approaches, bringing the freshwater and ocean communities closer together, and strengthening the Regional Seas.

The Montreal meeting, thus, set the GPA on the path of making a substantive contribution to improved global environmental governance, financing for sustainable development, the implementation of the Millennium declaration, and preparations for the World Summit on Sustainable Development.

The key outputs of the 2001 intergovernmental review meeting are provided in this publication. They include the Montreal Declaration, Conclusions of the Co-Chairs, a declaration by the Global Legislators Organisation for a Balanced Environment, a statement by the International Council for Local Environmental Initiatives, and a statement by Non-Governmental Organisations. The original 1995 Washington Declaration is also provided.

MONTREAL DECLARATION IN THE PROTECTION OF THE MARINE ENVIRONMENT FROM LAND-BASED ACTIVITIES

1. We, the representatives of 98 Governments, with the valued support and concurrence of delegates from international financial institutions, international and regional organizations, the private sector, non-governmental organizations, other stakeholders and major groups, meeting in Montreal, Canada, from 26 to 30 November 2001, for the first Intergovernmental Review Meeting on the Implementation of the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities, agree as follows;

2. ***We are concerned that:***

   (a) The marine environment is being increasingly degraded by pollution from sewage, persistent organic pollutants, radioactive substances, heavy metals, oils, litter, the physical alteration and destruction of habitats, and the alteration of timing, volume and quality of freshwater inflows with resulting changes to nutrient and sediment budgets and salinity regimes;

   (b) The significant negative implications for human health, poverty alleviation, food security and safety and for affected industries are of major global importance;

   (c) The social, environmental and economic costs are escalating as a result of the harmful effects of land-based activities on human health and coastal and marine ecosystems and that certain types of damage are serious and may be irreversible;

   (d) The impacts of climate change on marine environments are a threat to low-lying coastal areas and small island States due to the increased degradation of the protective coastal and marine ecosystems;

   (e) Greater urgency is not accorded to taking action at the national and regional levels for meeting the objectives of the Global Programme of Action.

3. ***We are concerned*** also about the widespread poverty, particularly in coastal communities of developing countries, and the contribution that the conditions of poverty make to marine pollution through, for example, lack of even basic

sanitation; and how marine degradation generates poverty by depleting the very basics for social and economic development.

4. ***We acknowledge*** that the United Nations Convention on the Law of the Sea and Agenda 21 provide the key framework for implementing the Global Programme of Action.

5. ***We declare*** that implementation of the Global Programme of Action is primarily the task of national Governments. Regional seas programmes also play an important role in implementation and both should include the active involvement of all stakeholders.

6. ***We shall cooperate*** to improve coastal and ocean governance for the purpose of accelerating the implementation of the Global Programme of Action, by mainstreaming, integrating coastal area and watershed management, and enhancing global, regional and national governance processes.

7. ***We shall also cooperate*** to identify new and additional financial resources to accelerate the implementation of the Global Programme of Action, by building capacity for effective partnerships among Governments, industry, civil society, international organizations and financial institutions, and by making better use of domestic and international resources.

Mainstreaming of the Global Programme of Action

8. ***We commit*** ourselves to improve and accelerate the implementation of the Global Programme of Action by:

   (a) Incorporating the aims, objectives and guidance of the Global Programme of Action into new and existing activities, action programmes, strategies and plans at the local, national, regional and global levels and into sectoral policies within our respective jurisdictions;

   (b) Strengthening the capacity of regional seas organizations for multi-stakeholder cooperation and action, including through participation in partnership meetings focused on concrete problem identification and solution;

   (c) Supporting the ratification of existing regional seas agreements and development of additional ones, as appropriate, and promoting collaboration between existing regional seas organizations, including through twinning mechanisms;

   (d) Calling on the United Nations agencies and programmes and international financial institutions to incorporate, where appropriate, the objectives of the Global Programme of Action into their respective work programmes, giving priority in the period

2002-2006 to addressing the impacts of sewage, physical alteration and destruction of habitats and nutrients on the marine environment, human health, poverty alleviation, food security and safety, water resources, biodiversity and affected industries;

(e) Calling upon regional seas programmes in light of assessments of their marine environment to:

(i) Identify priorities with particular regard to those set out in paragraph 8 (d) above;
(ii) Prepare action plans to address the implementation of those priorities and work, as appropriate, with national authorities to implement those plans;
(iii) Produce interim reports on the carrying out of these action plans with a view to completing full reports at the time of the next Global Programme of Action review.

OCEANS AND COASTAL GOVERNANCE

9. ***We further commit*** ourselves to improve and accelerate the implementation of the Global Programme of Action by:

(a) Taking appropriate action at the national and regional levels to strengthen institutional cooperation between, ***inter alia***, river-basin authorities, port authorities and coastal zone managers, and to incorporate coastal management considerations into relevant legislation and regulations pertaining to watershed management in particular transboundary watersheds;

(b) Strengthening the capacity of local and national authorities to obtain and utilize sound scientific information to engage in integrated decision-making, with stakeholder participation, and to apply effective institutional and legal frameworks for sustainable coastal management;

(c) Strengthening regional seas programmes to play a role in, as appropriate, coordination and cooperation:

(i) In the implementation of the Global Programme of Action;
(ii) With other relevant regional organizations;
(iii) In regional development and watershed management plans;
(iv) With global organizations and programmes relating to implementation of global and regional conventions;

(d) Supporting this new integrated management model for oceans and coastal governance as an important new element of international environmental governance;

(e) Improving scientific assessment of the anthropogenic impacts on the marine environment, including, inter alia, the socio-economic impacts;

(f) Enhancing the state-of-the-oceans reporting to better measure progress towards sustainable development goals, informing decision-making (such as setting management objectives), improving public awareness and helping assess performance;

(g) Improving technology development and transfer, in accordance with the recommendations of the United Nations General Assembly.

Financing of the Global Programme of Action

10. ***We commit*** ourselves to improve and accelerate the implementation of the Global Programme of Action by:

(a) Strengthening the capacity of local and national authorities with relevant financial and other resources to identify and assess needs and alternative solutions to specific land-based sources of pollution; and to formulate, negotiate and implement contracts and other arrangements in partnership with the private sector;

(b) Calling on international financial institutions and regional development banks and other international financial mechanisms in particular the World Bank and the Global Environment Facility, consistent with its operational strategy and policies, to facilitate and expeditiously finance activities related to the implementation of the Global Programme of Action at regional and national levels;

(c) Giving due consideration to the positive and negative impacts of domestic legislation and policies, including, inter alia, fiscal measures, such as taxation and subsidies, on land-based activities degrading the marine and coastal environment;

(d) Taking appropriate action at the national level including, inter alia, institutional and financial reforms, greater transparency and accountability, the development of multi-year investment programmes and providing an enabling environment for investment.

Other provisions

11. ***We welcome*** the Strategic Action Plan on Municipal Wastewater and urge the United Nations Environment Programme to finalize this document as a tool for implementing the objectives of the Global Programme of Action.

12. ***We call upon*** Governments to ratify the Stockholm Convention on Persistent Organic Pollutants, the 1996 Protocol to the London Convention on the Prevention of Marine Pollution by Dumping of Wastes and Other Matter and other relevant agreements in particular regional

conventions, such as the 1999 Aruba Protocol to the Cartagena Convention for the Protection and Development of the Marine Environment of the Wider Caribbean Region and protocols dealing with the prevention of pollution of the marine environment as a means of implementing the Global Programme of Action. We also stress the need for increased international cooperation on chemicals management.

13. ***We welcome*** also the work done by the Global Programme Coordination Office, commend its 2002-2006 work programme to the Governing Council of the United Nations Environment Programme and encourage it to implement the programme at a strengthened level, subject to availability of resources.

14. ***We note*** the outcome of the first Intergovernmental Review of the Global Programme of Action as a valuable contribution to the implementation of Agenda 21. We request that the next Global Ministerial Environment Forum endorse this outcome. We commend the outcome to the attention of the Monterey International Conference on Financing for Development, as well as of the Third World Water Forum to be held in Kyoto, Japan in 2003. We request the preparatory process of the World Summit on Sustainable Development to take full account of the outcome of this meeting and the objective of the Global Programme of Action as it considers measures on protection of the marine environment.

15. ***We request*** the Executive Director of the United Nations Environment Programme to convene the second Intergovernmental Review Meeting in 2006 and seek support for organizing the meeting.

Adopted by the Intergovernmental Review Meeting on the Implementation of the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities at its first meeting on Friday, 30 November 2001

CONCLUSIONS OF THE CO-CHAIRS

from the first Intergovernmental Review Meeting on the Implementation on the Global Programme of Action for the Protection of the Marine Environment from land-based activities.

Montreal 26-30 November 2001

INTRODUCTION

1. In pursuance of decision 21/10 of February 2001 of the Governing Council of the United Nations Environment Programme (UNEP), government representatives, international financial institutions, international organizations, the private sector, non-governmental organizations, other stakeholders and major groups, have met from 26 to 30 November 2001, in Montreal, Canada, for the first Intergovernmental Review Meeting on the Implementation of the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities.

2. We are honoured to co-chair this important event and have prepared these conclusions as part of the proceedings of the meeting. We are pleased to recommend the following conclusions as an accompaniment to the Montreal Declaration and commend them for the consideration of Governments in preparation for the World Summit on Sustainable Development to be held in Johannesburg, South Africa, in September 2002 and all other forums at which activities relating to the goals of the Global Programme of Action are dealt with.

3. The 2001 report prepared by the Joint Group of Experts on the Scientific Aspects of Marine Environmental Protection - Protecting the Oceans from Land-based activities: Land-based sources and activities affecting the quality and uses of the marine, coastal and associated freshwater environment - highlighted the alarming conclusion that "on a global scale marine environmental degradation has continued and in many places even intensified".

4. The productive capacity and ecological integrity of the marine environment, including estuaries and near-shore coastal waters, continue to be degraded for a variety of reasons, including pollution from sewage, non-point source runoff from agricultural and urban areas, the physical alteration and destruction of habitat nutrients, sediment

mobilization and chemicals. The negative implications for coastal and marine industry, human health, poverty alleviation, food security and safety are continuing, in many cases, unabated.

5. The social, environmental and economic costs to society are escalating as a result of disproportionately low levels of action to mitigate the harmful effects of land-based activities on coastal and marine environments and associated freshwater systems. Some types of damage are serious and irreversible. Indeed, the massive negative implications for human health, particularly as a result of pathogen laden sewage pollution of bathing beaches and shellfish harvesting areas have been seriously underestimated and neglected by the world community. A study by the World Health Organization has shown that such pollution results in millions of cases of disease and thousands of deaths annually.

Accomplishments of the Global Programme of Action

6. Since the inception of the Global Programme of Action, its implementation has witnessed considerable progress, and there has been continuing progress in integrated coastal zone management and oceans governance.

7. Many countries have prepared national programmes of action or have integrated the goals of the Global Programme of Action into their national strategies, policies, programmes and legislation.

8. Many regions have cooperatively prepared regional programmes of action, both binding and non-binding. Many of these provide excellent examples of coordination and cooperation and demonstrate the capacity of the regional seas programmes to serve as a central platform for improving coastal and oceans governance.

9. A good example of a regional approach to the Global Programme of Action and its emphasis upon developing partnerships in financing implementation is the Russian National Programme of Action for the Arctic. Similarly, a good example of multilateral partnership is the Africa Process on Cooperation for the Development and Protection of the Coastal and Marine Environment, particularly in sub-Saharan Africa.

10. The continuing development of the Global Programme of Action Clearing-house Mechanism by UNEP, in collaboration with respective United Nations organizations has proved to be a major achievement for the implementation of the Global Programme of Action. It will prove to be a valuable tool for use by local, national, regional and global stakeholders in implementing the Global Programme of Action.

11. Many Governments have made considerable contributions in support of the Global Programme of Action Coordination Office. Special recognition should be given to the Kingdom of the Netherlands, host of the Coordination Office for the very generous continued support for the

Office, and the Government of Belgium for donations allowing the development of national programmes of action in several countries. Many donor countries have also contributed significant funds in support of projects related to the Global Programme of Action in developing nations and regional programmes.

12. With regard to multilateral financing, the Global Environment Facility (GEF) has allocated substantial resources to projects relevant to the objectives of the Global Programme of Action. The World Bank has also provided substantial support for projects that address objectives of the Global Programme of Action.

13. The Stockholm Convention on Persistent Organic Pollutants, adopted at the Conference of Plenipotentiaries in May 2001, is a major binding instrument which directly addresses one of the pollutant source categories identified in the Global Programme of Action.

OPPORTUNITIES AND BARRIERS

14. The first Intergovernmental Review Meeting provided Governments and other stakeholders an opportunity to consider the barriers and opportunities associated with the implementation of the Global Programme of Action. The Global Programme of Action is a suitable means of improving governance under ocean-related conventions, including strengthening the regional seas conventions and protocols. It can serve as an effective global harmonizing mechanism to improve coordination and cooperation among these regional conventions and relevant global conventions.

15. The need for international cooperation and for a coordinated approach at the national level to address the problems of fresh water as well as coastal and marine pollution from land-based activities is stressed. Bringing together the many different economic sectors contributes invaluably to poverty alleviation, food security and peace.

16. Globally, the impact of sewage, physical alteration of coastal and marine ecosystems and high nutrient levels merit the highest priority for action. Addressing these priorities cannot be achieved in isolation of the broader objectives of sustainable development. The causative relationship between poverty, human health, unsustainable consumption and production patterns, poorly managed social and economic development, and environmental degradation must be emphasized when implementing the Global Programme of Action.

17. There is an urgent need to integrate coastal resource management and the requirements of coastal zone protection with river basin management. In this regard, the potential of institutional partnerships to ensure an integrated and holistic approach to coastal zone management, catchment or watershed management, and land-use planning is recognized.

The Strategic Action Plan on Municipal Wastewater

18. The Strategic Action Plan on Municipal Wastewater expands on what is provided in the Global Programme of Action with the aim of seeking consensus, promoting alternative solutions, and facilitating partnerships and regional cooperation. The three-pronged functional approach outlined in the Strategic Action Plan is widely supported but a number of issues could be expanded upon.
    Examples include:

    - Provision of guidance on implementing new financial mechanisms;
    - Giving adequate attention to alternatives to large and costly treatment facilities;
    - Consideration of the impact of small industry on sewage systems;
    - Role of water conservation measures in reducing demand for water treatment;
    - Monitoring and evaluation.

19. The Draft Guidelines on Municipal Wastewater, developed by the Coordination Office as a critical element of the Strategic Action Plan, provide valuable guidance to manage urban wastewater worldwide, in accordance with national policies and plans.

20. The transfer of technology and expertise is critical to the global implementation of the Global Programme of Action, and in particular, with regard to management of municipal wastewater. A shortage of adequately trained personnel with technical skills to manage new facilities, or administrative skills to develop management schemes is holding back the implementation of the Global Programme of Action in some parts of the world.

21. Initiatives concerning technology transfer should be compatible with local environmental and cultural circumstances. In this context, it is noted that a high percentage of coastal communities in developing countries suffer from a lack of basic sanitation services. There is no doubt that initiatives related to the Global Programme of Action in such communities can contribute towards efforts to address this situation.

22. Capacity-building initiatives related to the Global Programme of Action require consistent attention at the local and national levels, and deserve attention within the framework of national development plans.

23. The "polluter pays" principle provides a significant catalyst for changing attitudes and facilitating the wise use of water. It is being used successfully in a number of countries and has the combined effect of raising revenue and discouraging pollution. In implementing this principle, however, there is a need to appropriately consider the social costs and its impact on the poorest members of society. There may also

be considerable costs associated with identifying the polluters and establishing a payment scheme. The "polluter pays" principle may also discourage some development and should therefore be balanced with positive economic incentives for reducing pollution.

24. Finally, it would be valuable to further develop the Strategic Action Plan on Municipal Wastewater in cooperation with international financial institutions.

The work programme of the Global Programme of Action Coordination Office for the period 2002-2006

25. The focus of the programme of work is to move the implementation of the Global Programme of Action from the planning to the action phase by developing toolkits, facilitating partnerships, and initiating demonstration and capacity-building projects. In this regard, it aims to:

- Facilitate the mobilization of financial resources;
- Further involve the private sector and civil society;
- Establish stronger working links with the freshwater community;
- Expand capacity-building by enhancing the Global Programme of Action Clearing-house Mechanism;
- Strengthen cooperation with United Nations agencies.

26. The programme of work could be further enhanced through the development of performance indicators, specific targets, and the incorporation of monitoring and assessment. These activities should build upon existing and ongoing programmes and efforts should be made to link the programme of work with those of other United Nations agencies, especially at the regional level, while avoiding duplication and overlapping. The cost-effectiveness of initiatives within the programme of work should also be analyzed.

27. Opportunities also exist for achieving efficiencies by combining the efforts of United Nations agencies in cross-cutting issues, such as clearing-house mechanisms, capacity-building, technology transfer, indicators, and monitoring. Specifically, in relation to the clearing-house mechanism, stronger links could be made with the non-governmental organizations community and academia. Furthermore, the meeting was reminded that in many developing countries, access to the Internet is severely limited, especially for local practitioners.

28. Expanding the links with the freshwater community to also incorporate land-use planning would also significantly enhance the programme of work. In all aspects of the programme of work, however, the central role of Governments in setting priorities and ensuring compliance must be emphasized.

29. Many United Nations agencies and other international organizations have initiated activities that complement the proposed programme of work. Significant examples include the regional virtual centers for technology transfer being developed by the International Oceans Institute, and the Coastal Cities Network being developed by the International Council of Local Environmental Initiatives.

Oceans and coastal governance

30. Recognizing the central authority of the United Nations Convention on the Law of the Sea, and the guidance of Agenda 21, the implementation of the Global Programme of Action can be both a catalyst for, and a beneficiary of, improved coastal and oceans governance. It provides an excellent framework for harmonizing the activities of coastal and marine institutions and mechanisms at the local, national, regional and global levels, and for producing efficiencies by bringing stakeholders together from different sectors, both public and private, to address common objectives. For example, at the international level, the Global Programme of Action could serve as a harmonizing mechanism for the Rotterdam Convention on the Prior Informed Consent Procedure for Certain Hazardous Chemicals and Pesticides in International Trade, the Stockholm Convention on Persistent Organic Pollutants and the Convention on Biological Diversity. Its active implementation at the local, national and regional levels will contribute to the protection of human health, food security, economic development and environmental protection.

31. Improvements in coastal and oceans governance should be at a level commensurate with the problem of coastal and marine degradation. However, the harmonizing capacity of the Global Programme of Action is especially relevant at the regional level and the regional seas programmes provide an excellent and existing vehicle for implementing the Global Programme of Action. They are a fundamental pillar for improved coastal and oceans governance.

32. The utilization of twinning arrangements involving information sharing, capacity-building and technology transfer between selected or contiguous regional seas programmes, can also strengthen coastal and oceans governance.

33. The objectives of the Global Programme of Action are complementary to many other multilateral environmental agreements, such as the Convention on Biological Diversity, and institutional mechanisms such as the respective regional fisheries management organizations. Consequently, efforts should be made to integrate the Global Programme of Action into these initiatives in a more systemic manner. In this context, coordinating capacity-building amongst multilateral environmental agreements will improve efficiency and expand their

reach and positive impacts. To facilitate this process, the Global Programme of Action Coordination Office should take active steps in collaboration with the regional seas programmes to reach out to other United Nations agencies. Consideration should be given to organizing a meeting of all regional seas programmes to coordinate a strategic approach to this effect, and to consider the possible role of the regional seas programmes as a platform for multi-stakeholder participation.

34. At the global level the Coordination Office should explore the potential for memoranda of understanding with multilateral environmental agreements, such as the Convention on Wetlands of International Importance especially as Waterfowl Habitat, to coordinate their initiatives. Similarly, there is a need to ensure the currency of the Global Programme of Action in the United Nations Oceans Consultative Process.

35. The importance of regional and global efforts to implement the Global Programme of Action should not undermine the importance of national action. Indeed, a bottom-up approach to improving global oceans governance is also needed. In this regard, in many countries there is a need for capacity-building and institutional strengthening to improve the governance of coastal and ocean resources at the national level. Similarly, there is a need to better understand the oceans while supporting the economic development of the oceans.

Financing the Global Programme of Action

36. Financing appropriate action to implement the Global Programme of Action should, in the first place, come from a country's own resources. It is therefore important to engineer a country-driven demand for implementing the Global Programme of Action amongst decision makers, industry, academia and the community.

37. The lack of adequate resources is an major impediment to the implementation of the Global Programme of Action. Innovative approaches must be adopted to attract new finances for implementation of the Global Programme of Action. Such approaches should be tailored to national and local needs, including the needs of municipalities and local government entities, and solutions must encapsulate appropriate lower cost alternatives. Lower cost solutions should, however, be assessed for their total economic, social and environmental costs and impacts which may not be immediately apparent in some cases.

38. It is essential to integrate Global Programme of Action related activities into national development strategies and development assistance frameworks in order to facilitate interventions by international financial institutions, regional development banks and the donor community.

39. In implementing the Global Programme of Action increased emphasis should be given to the issues of poverty alleviation, human health and food security. Emphasizing the effect of projects related to the Global Programme of Action on these issues will attract political will, media attention, and the interest of international financial institutions. In this context, the goals of the Global Programme of Action should be incorporated into national development programmes and sustainable development strategies. Similarly, efforts should be directed towards building the capacity of Governments to assess the economic value of coastal and marine resources, and to fully engage the private sector and community groups in the implementation of the Global Programme of Action.

40. The development of financial partnerships, including public-private partnerships, will benefit the Global Programme of Action by increasing the level of participation in and awareness of, the Global Programme of Action and by opening new financial opportunities. For example, Governments could take action to facilitate wider application of microfinancing and enterprise financing mechanisms, involving the private sector and financial institutions. Similarly, stakeholders of the Global Programme of Action could contribute to national, regional or global studies related to the development of economic instruments, such as water markets and pollution reduction trading mechanisms, and to studies on the need and feasibility of multi-stakeholder water funds.

41. Learning partnerships with organizations such as the World Bank Institute should also be developed by the Coordination Office as an avenue to build national and regional capacity.

42. Finances for the Global Programme of Action can also be obtained indirectly. For example, by requiring the best available techniques in both existing industries and new investment in potentially polluting industries, Government can stem the increasing demand for spending related to the Global Programme of Action. Similarly, the introduction of the "polluter pays" principle will provide both economic disincentives for pollution, and economic incentives for cleaner production. Appropriate debt relief is yet another option for freeing much needed financial resources so that they can be directed towards the Global Programme of Action.

43. Finally, it is imperative that the Global Environment Facility continue to address the priorities and objectives of the Global Programme of Action, especially in relation to the current replenishment process and within established rules and modalities.

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Declaration of the Global Legislators Organization for a Balanced Environment (GLOBE)

The Global Legislators Organization for a Balanced Environment (GLOBE) was founded in 1989 to enhance international cooperation between parliamentarians on global environmental issues. GLOBE has over 800 members, in more than 100 countries, including all of the G8 countries. We have joined our colleagues in Montreal to discuss the implementation of the Global Programme of Action and role of legislators in its mandates.

WE, the Global Legislators Organization for a Balanced Environment (GLOBE), express our deep concern with the degradation of the marine environment, particularly from land-based activities and declare support for our Governments to take the lead on implementing the Global Programme of Action,

WE are concerned that the social, environmental and economic costs to society are escalating as a result of disproportionately low levels of action to mitigate the harmful effects of land-based activities on coastal and marine environments,.

WE emphasize the need for cooperative partnerships with international financial institutions, international organizations, the private sector, non-governmental organizations, and other major stakeholders who have a pivotal role to play in the implementation of the Global Programme of Action.

WE declare our firm commitment to actively and cooperatively improve coastal and ocean governance through a local, national, regional and international approach.

WE will seek to ensure the availability of the resources necessary for the development, coordination and implementation of Global Programme of Action mechanisms within our nations by making better use of domestic and international resources.

WE welcome the efforts of the UNEP Global Programme of Action Coordination Office's effort and declare our continued support of the Memorandum of Understanding that was reaffirmed between GLOBE and UNEP in November 2000.

WE call upon the Governing Council of UNEP, concerned Governments and relevant regional and other governing bodies to endorse the Global Programme of Action Coordination Office work plan and provide the necessary resources to implement it.

WE urge our Governments to commit to the full implementation of the Global Programme of Action by mainstreaming the aims, objectives and guidance of the Global Programme of Action into new or existing activities, programmes, strategies, or plans and including the integration of watershed and coastal as well as marine ecosystem management at the local, national, regional and global levels.

In conclusion, GLOBE members will seek to continue to support efforts to strengthen municipal wastewater legislation, address land-use planning legislation to prevent the destruction of coastal habitats and to work with our partners in exploring additional domestic and international finance mechanisms to protect marine and coastal environments.

GLOBE members will do what they can to support participant Governments in these efforts as peace, development and environmental protection are interdependent and indivisible.

STATEMENT BY THE INTERNATIONAL COUNCIL FOR LOCAL ENVIRONMENTAL INITIATIVES

1. The International Council for Local Environmental Initiatives (ICLEI) is the international environmental agency for local governments.

2. Founded in 1990, ICLEI's mission is to build and serve a worldwide movement of local governments to achieve tangible improvements in global environmental and sustainable development conditions through cumulative local actions.

3. More than 400 cities, towns, counties, and their associations worldwide, comprise ICLEI's membership. They, and hundreds of other local governments, are engaged in ICLEI's international campaigns and regional projects. Through its campaigns, ICLEI helps local government generate political awareness of key issues, build capacity through technical assistance and training and evaluate local and cumulative progress toward sustainable development.

4. ICLEI serves as an information clearinghouse on sustainable development by providing policy guidance, training and technical assistance and consultancy services to increase local governments' capacity to address global challenges.

5. ICLEI, a democratic association of local governments, serves as an advocate for local government before national and international bodies in order to increase understanding and support for local environmental protection and sustainable development activities. ICLEI maintains a formal association with the International Union of Local Authorities (IULA) and has official consultative status with the United Nations, through which it advocates the interests of local government before international bodies.

6. ICLEI supports the efforts of the UNEP Global Programme of Action and we therefore declare our continued support of the memorandum of understanding that was agreed to between ICLEI and UNEP in June 2000.

7. ICLEI affirms its ongoing willingness to assist the Global Programme of Action in implementing strategic action on municipal wastewater by working with local governments.

8. ICLEI will contribute to the implementation of the Global Programme of Action work programme through the provision of targeted capacity-building and information sharing activities. ICLEI will form a network of coastal cities based on the Global Programme of Action regional seas programmes to support local authorities in improving integrated coastal zone management in their communities and will pay particular attention to the focal area of the Global Programme of Action, such as municipal sanitation.

9. As part of the Global Programme of Action, ICLEI will implement the Coastal Cities Network (CCN), a five-year project designed to use decentralized cooperation to increase the environmental planning and management capacity of local governments in the area of integrated coastal zone and water resources management. The main outcome of this programme will be the establishment of a network of cities working together to implement integrated coastal zone and water resources management. The long-term impact of the Coastal Cities Network includes improved quality of marine and freshwater environments and improved public health.

10. In recognition of the need for local action and locally integrated water resources management planning ICLEI has created the Water Campaign, launched in June 2000. This campaign seeks to build a worldwide movement of local governments and their stakeholders who together are committed to achieving tangible improvements in the sustainable use of freshwater resources by protecting and enhancing local watersheds, reducing water pollution, improving the availability and efficiency of water and environmental sanitation services and improving public health.

11. ICLEI's Water Campaign is an Associated Programme of the Global Water Partnership (GWP).

12. ICLEI recognizes that the Local Government Water Code (The Lisbon Principles) plays a significant role in the Water Campaign by emphasizing the moral and ethical components of local water management. The Local Government Water Code was approved by ICLEI in June 2000. ICLEI encourages local councils around the world to adopt the Local Government Water Code.

STATEMENT BY NON-GOVERNMENTAL ORGANIZATIONS

1. Non-governmental organizations have long been a primary impetus for civil and governmental actions directed at addressing significant environmental issues on a local, national, regional and global scale. Their major strengths in this role are derived from their expertise and experience in implementing on-the-ground projects, networking, capacity-building and advocacy. Non-governmental organizations also have a long history of identifying and facilitating practical, cost-effective, timely and innovative programmes and projects for preventing, reducing, controlling or otherwise alleviating activities resulting in the degradation of the coastal and marine environment and its associated river basins, often in the face of substantial financial, technical, institutional and regulatory barriers.

2. Accordingly, the non-governmental organizations representatives participating in the first Intergovernmental Review of the Global Programme of Action joined the representatives from Governments, intergovernmental organizations, and other major stakeholder groups meeting in Montreal to discuss the status of implementation of the Global Programme of Action since its inception in 1995, to assist in planning its work through 2006, and to provide recommendations regarding the timely and effective implementation of the Global Programme Action.

3. In doing so, the non-governmental organizations wish to reiterate their deep concern over the continuing degradation and destruction of the coastal and marine environment and associated watershed systems, particularly from land-based activities, and urge Governments to take the lead in implementing the Global Programme of Action consistent with their commitment in endorsing the Global Programme of Action in Washington, D.C. in 1995

4. The non-governmental organizations are equally concerned that the social, environmental and economic costs to address marine pollution and degradation continue to escalate as a result of inadequate funding and action by Governments to mitigate the harmful effects of land-based activities on the coastal and marine environment and associated watersheds.

General recommended actions to expedite implementation of the Global Programme of Action

5. To help expedite implementation of the Global Programme of Action:

(a) The non-governmental organizations call on Governments, the regional seas programmes and the Global Programme of Action Coordination Office to take a much more proactive role in encouraging active participation and partnerships with non-governmental organizations, in order to take advantage of their scientific, technical and policy expertise, and to enhance public awareness and political commitment;

(b) The non-governmental organizations call on the Coordination Office to significantly increase the emphasis, priority, and resource allocation given to awareness-building and public outreach, as a main activity in the 2002-2006 Global Programme of Action work programme;

(c) The non-governmental organizations support periodic, multi-stakeholder dialogues at local, national and regional levels, and in future regional and global-level reviews of the status of implementation of the Global Programme of Action;

(d) The non-governmental organizations expect the Coordination Office to monitor the status of investments in programming and activities directed to all the pollutant-source categories in the Global Programme of Action, as a means of tracking progress over time in achieving the goals of the Global Programme of Action;

(e) The non-governmental organizations call upon Governments, international financial institutions and donors, United Nations agencies and other intergovernmental bodies, and the private sector to substantially increase their financial and human resource investments in local, national and regional programmes for achieving the goals of the Global Programme of Action, particularly in providing additional support to community-based organizations to address pollution from land-based activities;

(f) The non-governmental organizations urge all Governments of the Organization for Economic Cooperation and Development that have committed to overseas development assistance of 0.7 percent of their gross domestic product prior to 2006 to expeditiously honour their commitments, and to specifically incorporate the Global Programme of Action objectives within their respective programmes of official development assistance, including supporting activities at the local level.

Specific recommended actions for national Governments to expedite implementation of the Global Programme of Action

6. To facilitate achievement of the goals of the Global Programme of Action, the non-governmental organizations urge Governments to:

(a) Exercise the political will necessary to achieve the goals of the Global Programme of Action, through identifying specific and quantitative goals for reducing adverse impacts from land-based activities from all nine source categories identified in the Global Programme of Action, and adopting appropriate, preferably binding, measures for achieving these goals;

(b) Expand the pollutant-source categories in the Global Programme of Action to take into account all hazardous substances that are persistent, bioaccumulative or have the potential to cause endocrine disruption;

(c) Endorse and finance the work programme of the Global Programme of Action Coordination Office, and its emphasis on assisting countries and regions to develop action-oriented national and regional programmes, with a minimum budget of $60 million for the period 2002-2006, to be funded from UNEP resources and additional country contributions;

(d) Ensure that all development and management plans for river basins draining to coastal areas explicitly include protection of the marine and coastal environment and its living resources among their goals, thereby providing for the freshwater needs of river basin inhabitants and ecosystems, as well as achievement of the goals of the Global Programme of Action, in a holistic and integrated manner;

(e) Give greater attention and financial support to alternatives to large-scale sewers and municipal wastewater treatment plants as one measure of addressing sewage pollution of coastal areas and associated river basins. Non-structural alternatives such as small-scale constructed wetlands and on-site treatment systems can offer better solutions in many locations to addressing the problems of human waste on a local scale, and the necessary materials are typically simpler, less expensive, require less maintenance and may be more effective over the long term;

(f) Implement a coastal restoration agenda focusing on a zero-loss policy, as one measure for addressing the alteration and destruction of habitats in coastal areas;

(g) Give a high priority to identifying and implementing appropriate, cost-effective programmes and measures to address point and nonpoint sources of nutrients, including expeditiously phasing out subsidies for nitrogen- and phosphorus-based fertilizers;

(h) Implement the principle of substitution to less hazardous and non-hazardous substances and processes in developing their national programmes of action for the Global Programme of Action;

(i) Ensure national and regional programmes of action for the Global Programme of Action are consistent with the basic principles of precaution, transparency, public awareness and participation, integrated approaches, equity and polluter pays;

(j) Identify and implement time tables to phase out subsidies for all materials and practices that are destructive to the coastal and marine environment and associated river basins;

(k) Ratify all multilateral environmental agreements and related protocols relevant to achievement of the goals of the Global Programme of Action as rapidly as possible.

Specific actions for non-governmental organizations

7. To assist Governments in implementing the Global Programme of Action, the non-governmental organizations shall:

(a) Continue to utilize their scientific, technical and policy expertise and experience to identify and highlight degradation and destruction of the marine and coastal environment and associated river basins from land-based activities, and will continue their advocacy role in identifying solutions to these problems and the means of overcoming obstacles to their implementation;

(b) Continue to actively promote citizen participation in implementing the goals of the Global Programme of Action, particularly at the local and regional levels;

(c) Continue to promote and participate in significant partnerships with the public and private sector, civil society, academia, the media and other major stakeholders in the Global Programme of Action;

(d) Introduce Global Programme of Action concerns, especially the freshwater-coastal-marine linkages, into international environmental forums, including the International Freshwater Conference (Bonn), World Summit on Sustainable Development (Johannesburg), and the Third World Water Forum (Kyoto), emphasizing the freshwater-coastal-marine linkages and the need to protect the coastal and marine environment and associated river basins as a unified ecological and hydrologic unit;

(e) Identify and test innovative technologies and promote community-based approaches for reducing pollution from land-based activities and from human and industrial wastes;

(f) Endeavor to enhance communication and collaboration between environmental, non-governmental organizations in programmes and activities in support of the Global Programme of Action, and between environmental and other non-governmental organizations involved in activities (e.g., gender, micro-financing) relevant to achievement of the goals of the Global Programme of Action.

WASHINGTON DECLARATION ON PROTECTION OF THE MARINE ENVIRONMENT FROM LAND-BASED ACTIVITIES

The representatives of Governments and the European Commission participating in the Conference held in Washington from 23 October to 3 November 1995,

Affirming the need and will to protect and preserve the marine environment for present and future generations,

Reaffirming the relevant provisions of chapters 17, 33 and 34 of Agenda 21 and the Rio Declaration on Environment and Development,

Recognizing the interdependence of human populations and the coastal and marine environment, and the growing and serious threat from land-based activities, to both human health and well-being and the integrity of coastal and marine ecosystems and biodiversity,

Further recognizing the importance of integrated coastal area management and the catchment-area-based approach as means of coordinating programmes aimed at preventing marine degradation from land-based activities with economic and social development programmes,

Also recognizing that the alleviation of poverty is an essential factor in addressing the impacts of land-based activities on coastal and marine areas,

Noting that there are major differences among the different regions of the world, and the States which they comprise, in terms of environmental, economic and social conditions and level of development which will lead to different judgments on priorities in addressing problems related to the degradation of the marine environment by land-based activities,

Acknowledging the need to involve major groups in national, regional and international activities to address degradation of the marine environment by land-based activities,

Strongly supporting the processes set forth in decisions 18/31 and 18/32 of 25 May 1995 of the Governing Council of the United Nations Environment Programme for addressing at the global level the priority issues of persistent organic pollutants and adequate treatment of waste water,

Having therefore adopted the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities,

Hereby declare their commitment to protect and preserve the marine environment from the impacts of land-based activities, and

Declare their intention to do so by:

1. Setting as their common goal sustained and effective action to deal with all land-based impacts upon the marine environment, specifically those resulting from sewage, persistent organic pollutants, radioactive substances, heavy metals, oils (hydrocarbons), nutrients, sediment mobilization, litter, and physical alteration and destruction of habitat;

2. Developing or reviewing national action programmes within a few years on the basis of national priorities and strategies;

3. Taking forward action to implement these programmes in accordance with national capacities and priorities;

4. Cooperating to build capacities and mobilize resources for the development and implementation of such programmes, in particular for developing countries, especially the least developed countries, countries with economies in transition and small island developing States (hereinafter referred to as "countries in need of assistance");

5. Taking immediate preventive and remedial action, wherever possible, using existing knowledge, resources, plans and processes;

6. Promoting access to cleaner technologies, knowledge and expertise to address land-based activities that degrade the marine environment, in particular for countries in need of assistance;

7. Cooperating on a regional basis to coordinate efforts for maximum efficiency and to facilitate action at the national level, including, where appropriate, becoming parties to and strengthening regional cooperative agreements and creating new agreements where necessary;

8. Encouraging cooperative and collaborative action and partnerships, among governmental institutions and organizations, communities, the private sector and non-governmental organizations which have relevant responsibilities and/or experience;

9. Encouraging and/or making available external financing, given that funding from domestic sources and mechanisms for the implementation of the Global Programme of Action by countries in need of assistance may be insufficient;

10. Promoting the full range of available management tools and financing options in implementing national or regional programmes of action, including innovative managerial and financial techniques, while recognizing the differences between countries in need of assistance and developed States;

11. Urging national and international institutions and the private sector, bilateral donors and multilateral funding agencies to accord priority to projects within national and regional programmes to implement the Global Programme of Action and encouraging the Global Environment Facility to support these projects;

12. Calling upon the United Nations Environment Programme, the United Nations Development Programme, the World Bank, the regional development banks, as well as the agencies within the United Nations system to ensure that their programmes support (through, inter alia, financial cooperation, capacity-building and institutional-strengthening mechanisms) the regional structures in place for the protection of the marine environment;

13. According priority to implementation of the Global Programme of Action within the United Nations system, as well as in other global and regional institutions and organizations with responsibilities and capabilities for addressing marine degradation from land-based activities, and specifically:

    (a) Securing formal endorsement of those parts of the Global Programme of Action that are relevant to such institutions and organizations and incorporating the relevant provisions into their work programmes;
    (b) Establishing a clearing-house mechanism to provide decision makers in all States with direct access to relevant sources of information, practical experience and scientific and technical expertise and to facilitate effective scientific, technical and financial cooperation as well as capacity-building; and
    (c) Providing for periodic intergovernmental review of the Global Programme of Action, taking into account regular assessments of the state of the marine environment;

14. Promoting action to deal with the consequences of sea-based activities, such as shipping, offshore activities and ocean dumping, which require national and/or regional actions on land, including establishing adequate reception and recycling facilities;

15. Giving priority to the treatment and management of waste water and industrial effluents, as part of the overall management of water resources, especially through the installation of environmentally and economically appropriate sewage systems, including studying mechanisms to channel additional resources for this purpose expeditiously to countries in need of assistance;

16. Requesting the Executive Director of the United Nations Environment Programme, in close partnership with the World Health Organization, the United Nations Centre for Human Settlements (Habitat), the United Nations Development Programme and other relevant organizations, to prepare proposals for a plan to address the global nature of the problem of inadequate management and treatment of waste water and its consequences for human health and the environment, and to promote the transfer of appropriate and affordable technology drawn from the best available techniques;

17. Acting to develop, in accordance with the provisions of the Global Programme of Action, a global, legally binding instrument for the reduction and/or elimination of emissions, discharges and, where appropriate, the elimination of the manufacture and use of the persistent organic pollutants identified in decision 18/32 of the Governing Council of the United Nations Environment Programme. The nature of the obligations undertaken must be developed recognizing the special circumstances of countries in need of assistance. Particular attention should be devoted to the potential need for the continued use of certain persistent organic pollutants to safeguard human health, sustain food production and to alleviate poverty in the absence of alternatives and the difficulty of acquiring substitutes and transferring of technology for the development and/or production of those substitutes; and

18. Elaborating the steps relating to institutional follow-up, including the clearing-house mechanism, in a resolution of the united Nations General Assembly at its fifty-first session, and in that regard, States should coordinate with the United Nations Environment Programme, as secretariat of the Global Programme of Action, and other relevant agencies within the United Nations system in the development of the resolution and include it on the agenda of the Commission on Sustainable Development at its inter-sessional meeting in February 1996 and its session in April 1996.

Washington, D.C., 1 November 1995

Visit the GPA Clearing House Mechanism at:
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GPA Global Programme of Action for the Protection of the Marine Environment from Land-based Activities

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