Voluntary Report of People's Republic of China on National Programme of Action at 2006 Second Session of the Intergovernmental Review Meeting on the Implementation of the GPA for the Protection of the Marine Environment from Land-based Activities

Explanation

The second session of the Intergovernmental Review Meeting (IGR-2) on the Implementation of the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities is going to held in Beijing, the capital of People's Republic of China during October 16-20, 2006. In order to introduce to the Meeting the development of "**NPA** of China for the Protection of the Marine Environment from Land-based Activities", we have prepared the current Report in the light of the framework provided by GPA Secretariat on May 26, 2006.

According to the reporting procedures set forth at the first session of the Intergovernmental Review Meeting (IGR-1) on the Implementation of the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities held in Montreal, Canada in 2001, the Chinese Government decides to present this **Voluntary Report** and makes the following responses to the report requirements:

- The current Report adopts the framework provided by GPA Secretariat. The reporter fully understands the intention of GPA Secretariat to master relevant information and development.

- In view of China being at the development stage of its NPA, the current Report will try its best to answer the relevant questions about the development **as many as possible**.

- The current Report will answer the questions **as brief as possible.**

- The current Report will try its best to integrate various kinds of activities in line with the requirements of **each stage of NPA process.**

- We have noted the detailed information about each stage of NPA process including the "**Guidance on the Implementation of the National Program of Action for the Protection of the Marine Environment from Land-based Activities**" issued by UNEP/GPA website.

- For ease of application, the current Report describes the major instruments such as the planning, policies or programs for the implementation of GPA at national level in accordance with the general requirements for NPA specified in the framework.

- The Chinese government at each level and each department have developed and implemented relevant planning and program of action for the protection of the marine environment. However, in the 5 steps of the NPA process, China's NPA is at the early stage of Step 1. Therefore, the introductions to Step 2 to Step 5 in the current Report are only the reference answers "as many as possible" to the questions that are required to understand by implementing GPA, rather than the output of China's NPA. After the compilation, approval and initial implementation of the NPA of China, China will finish the final situation report on all steps in the near future.

- China has noticed the three possible approaches to implement NPA. At present, the situation in China is close to "having the operation mechanism intending the realization of sustainable development, however, the coastal and marine environment has not adequately been involved.

Sometimes, various activity capacities and their pace require the help of evident NPA roles". Therefore, based on the framework, the current Report adopts the proposed "**The intermediate NPA path**". Along the 5 steps of the whole NPA process, efforts will be focused on the introduction of projects and funds within the existing mechanism and ensure mainstreaming existing mechanism into the land-based activities in order to protect coastal and marine environment.

STEPS OF A NPA PROCESS[1]

STEP 1 Initial preparations

To start a cross-sectoral and multi-stakeholder process for the protection of the coastal and marine environment from land-based activities:

- designate the overall lead that will have to carry out initial preparation tasks
  State Environmental Protection Administration (SEPA), PRC will act as the lead agency for tasks related to NPA of China.
- set up (and chair) a NPA Core Group
  China established NPA preparation core group headed by SEPA, comprising members from 9 state departments including Ministry of Land and Resources, Ministry of Construction, Ministry of Communications, Ministry of Water Resources, Ministry of Agriculture, State Forestry Administration, National Tourism Administration, State Oceanic Administration and PLA. Marine Environment Office, SEPA is responsible for the routine work.
- define the overall scope and guiding principles
  The overall target of NPA is to guarantee effective control of total discharge of major pollutants into ocean and to improve water quality in offshore waters by 2010. The marine environment quality and ecology should see significant improvement by 2020. The guiding principle of NPA is to coordinate development, seek mutual benefit and a win-win situation, to strengthen rule of law, conduct comprehensive treatment and solve more environmental problems left over by history without creating new ones, to rely on science and technology and reform mechanisms, give proper guidance to tasks of different types and give priority to key tasks.
- consult potential financial partners
  According to the real conditions of implementing NPA in China, the possible sponsors include Ministry of Finance, the financial departments of governments at all levels, financial institutions and investors from all circles. These financial partners will be consulted in the course of the preparation of NPA of China.
- hold initial brainstorming sessions with key actors
  While preparing NPA Status Report many brainstorming sessions have been organized for key actors, which were held in Qingdao, Changdao, Zhanjiang and Beijing respectively. In later stages, such activities will be held frequently in accordance with different topics.
- develop and agree on an initial work plan
  Work plan for the initiation of NPA has been made, which is recognized by related parties. secure funding for preparatory activities (mainly Step 1 and 2)
  GPA Secretariat and SEPA provided financial support for the preparation of NPA status report. Funds for activities in Step 1 and Step 2 still need to be fixed. SEPA is actively negotiating with Ministry of Finance for part of funds.
- ensure formal endorsement of the NPA process by the government
  Official examination and approval of NPA is subject to China's existing administrative procedures.

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STEP 2 Identification of problems and of constraints and opportunities for successful solutions

To analyse the current situation:

- assess policy tools, (potential) partners and linkages
  Assessment of policy tools, potential partners and linkage has not been carried out. It will be conducted while preparing NPA of China.
- assess data, monitoring and reporting mechanisms

[1] As introduced in the forthcoming publication "Protecting Coastal and Marine Environments from Land-based Activities: A Guide for National Action", to be published in 2006.

There are perfect monitoring network for marine environment, assessment and reporting mechanisms in China. Adequate assessment on and full use of present data and monitoring network will be made while preparing NPA of China.

- assess legal and financial frameworks
  Assessment on legal and financial frameworks has started, which will be perfected in the NPA.
- For all: identify problems, constraints, opportunities and (capacity building) needs
  Currently, problems, constraints, opportunities and needs of capacity building have not been identified. This will be carried out in the process of preparation of China's NPA.

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STEP 3 Formulating realistic strategies and action

To develop a tailor-made NPA programme for step-by-step implementation through a wide network of linkages, partners and stakeholders:

- set up an institutional network
  The institutional network has not been established. It will be set up while preparing the NPA of China.
- set realistic objectives, goals, targets and time-frames
  Objectives, goals and targets of the NPA have been identified. A time table for the completion of NPA has been developed. NPA of China is expected to be completed by 2007.
- define prioritization criteria and set priorities
  Prioritization criteria and priorities have not been defined. It will be set up while preparing the NPA.
- produce a programme pipe-line and formulate short and medium term activities
  A defined program pipe-line and short and medium term activities have not been established. However, in the future program of action, marine environmental pollution will be controlled in a phased and step-by-step manner according to specific requirements of the 11th National Five-Year Plan for Environmental Protection.
- devise a financing strategy
  Financial problems involved in the NPA will be solved through several means according to China's national conditions, which include support from the central government and local government, government bonds, bank loans and investment from stakeholders.
- formulate communication and participation strategies
  Communication and participation strategies have not been formulated. It will be addressed while preparing China's NPA.
- designate implementing agencies and assign responsibilities
  The formation of implementing agencies has been completed according to the assignment of responsibilities of different departments so that the responsibilities of these departments for the preparation of NPA are defined.

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STEP 4 Implement national level measures and on the ground activities

To implement measures and activities involving all stakeholders and to ensure support and a sense of ownership at all levels by creating awareness:

Note: this is the most time consuming and resource intensive step of the NPA process. Investment projects as part of the financing strategy, for example, are activities carried out in the long term.

- implementing agencies are aware of and accept their responsibilities
  Since the NPA of China has not been produced, implementing agencies cannot identify and accept their responsibilities. According to present policy for environmental protection, these agencies should assume the responsibility and obligations to implement NPA of China. These agencies will be contacted for negotiation in the later period of the preparation for NPA of China.
- communication among members of the institutional network takes place on a regular basis

Members of the institutional network of NPA of China are communicated on the day-to-day-job basis. And it is added and strengthened as needed. Details will be clarified after the NPA of China is produced.

- legislation is implemented; mechanisms for compliance and enforcement are in place
  Policies for guarantee will be identified in the NPA of China and the mechanisms for compliance and enforcement will be put forward.
- short and medium term activities are implemented as formulated in the pipe-line
  NPA of China will identify that short and medium term activities should be carried out in a continued manner. These activities will be linked with China's other plans and implemented simultaneously.
- financial resources are allocated and available for planned activities as defined in the financing strategy
  Allocation of financial resources and availability for planned activities will be set out in the implementation plan for NPA of China. These resources will be allocated on an annual basis.
- the public participates in the activities of the NPA in line with the participation strategy
  Public participation strategy will be defined in the NPA of China, which encourages the public to take part in all relevant activities.
- the public is aware of project activities
  Public consulting on project activities will be described in NPA of China.

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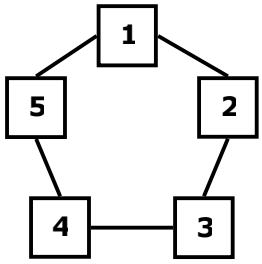
STEP 5 Monitoring, evaluation and revision

To set up strong monitoring, feedback and evaluation components:

- ensure continuous monitoring, evaluation and revision
  The revision of plans for continuous monitoring, evaluation and actions will be guaranteed according to the needs of NPA of China in the future. These tasks will be incorporated into the routine work of related departments.
- set-up assessment and reporting programmes to evaluate action
  The assessment and reporting system to evaluate action will be carried out in various means regularly or irregularly. Details will be set out in the NPA of China.
- select indicators against which set goals and targets can be evaluated
  NPA of China will select specific indicators for evaluation according to goals and targets set. These indicators will be identified in the final NPA of China.

3 POSSIBLE PATHS FOR A NPA PROCESS[2]

NPA framework



Developing realistic NPA action
Step 1 - Initial preparations
Step 2 - Identification of problems, constraints & opportunities
Step 3 - Formulating of realistic strategies and action

Towards successful NPA implementation
Step 4 – Implementation of national measures and on the ground activities
Step 5 – Monitoring, evaluation and revision

The short NPA path

Care for the coastal and marine environment is fully integrated in ongoing strategies, programmes and activities to achieve sustainable development. For this reason no separate NPA process is started. The only specific action needed is to produce a short paper explaining the mechanisms through which NPA relevant activities are dealt with in the country, and to continue monitoring the situation to make sure coastal and marine environments remain part of the existing mechanisms. In this case the NPA cycle is very short, going from Step 2 directly to Step 5.

The intermediate NPA path

A country already has operational mechanisms through which it is trying to achieve more sustainable development, but the coastal and marine environment is not always sufficiently incorporated. Sometimes the capacity and speed at which activities take place ask for specific NPA action. Emphasis would in this case be on networking to ensure that existing mechanisms incorporate action to direct land-based activities towards protection of the coastal and marine environment. In this case a country would go through the entire NPA cycle, but focus on adding components and funds to existing mechanisms, following the intermediate NPA path.

The full NPA path

There are not enough mechanisms in operation to ensure that the coastal and marine environment is sufficiently protected from land-based activities. In this situation the country may wish to start a fully-fledged NPA process. It would go through the entire (periodically repeated) NPA cycle in all its detail, making sure that steps are taken in close cooperation with relevant existing institutions and processes. This is the path that is being followed by most countries.

[2] Source: "Protecting Coastal and Marine Environments from Land-based Activities: A Guide for National Action" by UNEP/GPA, to be published in 2006.

GENERAL INFORMATION

Details of reporting country, organisation and officer

Country: People's Republic of China Date: Oct. 2006

Organisation: State Environmental Protection of China (SEPA)

Name of reporting officer: 【Zhao Hualin】

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Details of plan/programme implementing the GPA at national level

Name of NPA or NPA process:

China's National Programme of Action for the Protection of the Marine Environment from Land-based Activities（Step 1）

NPA path followed[3]:
(i.e. full, intermediate or short NPA path)

Intermediate NPA path

Status of activities:
(i.e. in process of: preparation; developing national action; implementation of national action; revising)

Currently, initial preparation of NPA of China is being conducted. Since the implementation of the task in 2003, the completed tasks include:

- established core group of China's NPA;
- established Office of Routine Affairs for NPA of China;
- organized preparation team made up of technical experts;
- held many sessions for the preparation of NPA of China;
- completed status work report of the state, related departments and coastal areas

[3] See page 3 for a description of the possible paths for a NPA process.

SECTION 1 – DEVELOPING NATIONAL ACTION

Developing national action refers to the **identification** of feasible priority issues to be addressed and the **formulation** of a programme/plan/strategy

See **page 2** (Steps of a NPA process): **Steps 1-3**

Summary of process
Brief summary of the process of identification of priorities and the formulation of the NPA realised

The NPA of China is now undergoing the first step in all its five steps. Presently, only the first two items of the 8 items under the first step have been completed, and the rest items of this step and other steps are to be fulfilled in the future.

All the relevant planning and programs, especially those catering for relevant requirements stipulated in the *11th Five-Year Plan for National Economic and Social Development of China* having been laid down and under implementation by various marine related departments of China and local governments in coastal areas serve as the crucial basis for the compilation of the NPA of China. The evaluation, integration, linkage and perfection of these planning and programs in light of the ideas of GPA constitute the major work and tasks for the compilation of NAP of China.

The identification of the priorities in this NPA and the formulation of a feasible NPA for China must bear necessary connection between the actual problems in specific sea areas and detailed policy guidance.

The priorities of the NPA at different stage would also be varied. The possible key points of priorities of different stages could include: the control of the sources of pollutants from land-based activities in the near future, restoration of marine environment and ecosystem in the mid-term and the betterment of marine environment and ecological quality in the long term. The construction of marine environmental management capacity building will run through all these stages.

Institutional arrangements
Mention lead agency, other agencies involved in the NPA process and the mechanisms regarding inter-ministerial coordination (e.g. inter-ministerial committee, (cabinet-appointed) committee of representatives)

Led by the SEPA, a total of 10 marine-related departments of Ministry of Land and Resources, Ministry of Construction, Ministry of Communications, Ministry of Water Resources, Ministry of Agriculture, State Forestry Administration, National Tourism Administration, State Oceanic Administration and the People's Liberation Army of China have jointly set up the NPA Core Group of China. The Marine Environmental Protection Office under the SEPA will take charge of the daily work of the compilation of NPA of China.

All parties concerned will provide policy guidance to the formulation and implementation of NPA of China, and the governments at various levels in the coastal areas will be the chief body in the implementation process of the NPA.

The implementation framework of the NPA of China will be set up in the future.

Stakeholder involvement
Description of the involvement of stakeholders in the identification and formulation process, e.g. through a permanent / temporary committee of stakeholders of various sectors, through workshops and meetings at national, regional or municipal levels, public consultations and hearings

The stakeholders of China NPA will be identified during its compilation process including governments at all levels as well as non-governmental organizations. They can involve themselves in this program through diversified means including temporary or permanent committee of stakeholders of various sectors, workshops and meetings, information from the media, publicity activities, etc.

Priorities for action identified

Summary of priority issues identified, to be addressed in projects/initiatives/actions in the short-, medium- and long-term. Please include the following information for each priority issue identified:

Priority issue:
The priorities of the NPA have not been finally determined yet.

Goals and targets:
The objective, goals and strategy of the NPA have already been clarified.

Time frame (short-, medium- or long-term):
The timetable for the NPA is mapped out, and the NPA of China is expected to be accomplished in 2007.

Cost estimates and source of funding:
The total amount of the fund for NPA has not been estimated yet. The funding of the NPA will be channelled through several means, i.e. from central budget, local budget, from national debt, investment from stakeholders, etc.

GPA source category addressed[4]:
For the time being, the corresponding analysis between different stages of NPA and the GPA source category has not been conducted yet.

Linkages with existing policies and frameworks

Mention how the NPA process and priority issues link up with existing policies and frameworks related to the NPA, such as national legislation addressing coastal and marine environments, Poverty Reduction Strategies (PRSP) and the Millennium Development Goals (MDG)
The linkage between the NPA of China and the prevailing policies and regulations has not been clarified.

Environmental management instruments

Brief description of the environmental management instruments addressed in the NPA, e.g. laws, guidelines and standards on environmental impact assessment and land-use planning, incentives, permits, fines or voluntary reporting
Currently, the environmental management approach to the implementation of NPA of China is not yet determined.

NOTE: Implementation of projects and activities is addressed on pages 9 and 10

Monitoring and evaluation

Summary of the provisions on monitoring and evaluation covered in the NPA (e.g. assessment and reporting programmes, databases and inventories)

[4] The GPA pollutant categories are the following: sewage, persistent organic pollutants (POPs), radioactive substances, heavy metals, physical alterations and destruction of habitats (PADH), oils (hydrocarbons), nutrients, sediment mobilisation and litter (see chapter V of the full text of the GPA, http://www.gpa.unep.org/document_lib/en/pdf/whole_gpa.pdf).

The marine environment monitoring and assessment network would be put in place later, however, for the time being, no special monitoring and assessment work has been conducted targeting the NPA of China.

SECTION 2 – IMPLEMENTATION OF NATIONAL ACTION

See **page 2** (steps of a NPA process): **Step 4**

Projects (to be) implemented in the short-term
Description of the **key projects** planned for implementation / ongoing / implemented in the past, covering the following information **for each project**:

Name and brief description of project (including objectives and goals):
No project under the NPA has been mapped out to be implemented in the near future.

Status of implementation of project
No project implementation has been carried out under the NPA.

Level of implementation (national, regional, municipal):
The level of implementation of the said project cannot be decided for the time being.

Agencies / actors / stakeholders involved:
The agencies, actors and stakeholders involved in the said project cannot be determined yet.

Time frame:
The specific time frame is under arrangement.

Financial resources needed, sources and availability (if appropriate):
Presently, the financial resources, sources and availability of the said project cannot be determined.

GPA pollutant category(-ies) addressed:
The GPA pollutant category (-ies) is to be spelt out in the formulation of the NPA of China.

Does the project directly contribute to or take into account the following issues:

Ecosystem-based management: **yes** / no / not relevant
If yes please specify how
The ecosystem-based management will targets the ultimate goal of maintaining ecological system and will be centred on the reduction of land-based pollutants. A range of projects on ecological restoration and conservation such as coastline environment management, coastal wetland and mangrove protection and conservation of coral reef will be enfolded under the NPA.

Integration of freshwater and coastal/marine environment? **Yes** / no / not relevant
If yes, please specify how
The major channel for land-based pollutants entering the sea is through rivers. Therefore, the NPA will adhere to the guiding principle of unified planning of rivers and oceans and overall consideration from mountain to the ocean combined with the national plan on the prevention and control of freshwater pollution.

Poverty reduction: yes / **no** / not relevant
If yes, please specify how

Other (e.g. sustainability and replicability of project, impact, socio-economic benefits):

The detailed information of the profits generated from the said projects is unknown.

SECTION 3 – CONCLUSIONS

Constraints and opportunities[5] detected during NPA process
Brief description of both constraints and opportunities, including ways to overcome the constraints

No work has been done in this regard.

Lessons learned in the process / best practices

No work has been done in this regard.

Recommendations for other governments, UNEP/GPA or IGR-2
The major recommendations put forward to GPA, IGR-2 and other governments are as follows:

- Hoping to get the attention to the compilation of the NPA of China and necessary guidance and support; expecting to obtain the advanced international experience during the compilation process;
- Welcoming the participation in related seminars on the work of NPA of China for technical exchange;
- Establishing corresponding international cooperation;
- Welcoming the participation in all related works on the implementation of NPA of China and the provision of support in various means.

[5] Opportunities are external developments which may induce, strengthen or support the feasibility or efficacy of measures.