



Theme 1

Coastal and Ocean Governance

**WORKSHOP 7:
MAKING MAINSTREAMING WORK:
DRIVING NATIONAL ACTION TO
ADDRESS MARINE AND COASTAL
CHALLENGES**

25 November 2009



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

Chair: Mr. David Osborne
Coordinator, UNEP GPA

Co-Chair: Mr. Anjan Datta
UNEP GPA

The East Asian Seas Congress 2009

**“Partnerships at Work: Local Implementation
and Good Practices”**

**Manila, Philippines
23–27 November 2009**



The East Asian Seas Congress 2009
“Partnerships at Work: Local Implementation and Good Practices”
Manila, Philippines, 23-27 November 2009

Theme 1: Coastal and Ocean Governance
**Workshop 7: Making Mainstreaming Work: Driving National Action to Address
Marine and Coastal Challenges**

25 November 2009

Co-Convening Agency:

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

Chair:

Mr. David Osborne, Coordinator, UNEP GPA

Co-Chair:

Mr. Anjan Datta, UNEP GPA

INTRODUCTION

During the Second Intergovernmental Review of the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities (GPA), held in Beijing in October 2006 the Governments asked the UNEP/GPA Coordination Office to provide assistance to countries in assessing how the conservation of marine and coastal ecosystems contributes to poverty alleviation and the achievement of the Millennium Development Goals (MDGs). The UNEP/GPA Coordination Office was also requested to support countries in mainstreaming the sustainable development of oceans and coasts into international development frameworks and national planning and budgetary processes.

In response to this call, the UNEP/GPA Coordination Office has developed an Analytical Framework, Guidelines and Checklist for the Mainstreaming of Marine and Coastal Issues into National Planning and Budgetary Processes, and organized a series of regional meetings to promote this approach.

The workshop was held during the East Asian Seas (EAS) Congress 2009, on 25 November, and aimed to contribute to the understanding of how to reconcile development pressures with protection objectives. The sharing of experiences will seek to provide answers to a number of questions namely; what a policy should contain, what policy choices a nation can afford and how to foster collaboration with various organs of the government and other non-state stakeholders to ensure sustainable management of our coastal and marine ecosystems as a contribution to poverty alleviation and the achievement of the MDGs.

During the workshop, speakers from Asia, Africa and Wider Caribbean explored the links between the management of coastal and marine resources, poverty reduction and economic growth, based on their country experiences, with a particular focus on policy development and

implementation processes. Countries that have embarked on the development of a coherent policy framework to address these challenges shared their mainstreaming experiences.

The Chair, Mr. David Osborn, facilitated open interactions among presenters and the audience to seek clarity and promote dialogues to identify and highlight critical success factors for effective mainstreaming in the context of different political and governance systems, and to develop a plan of action to assist countries in their efforts on mainstreaming coastal and marine issues into national planning and budgetary processes.

SESSION 1: POLICY AND INSTITUTIONAL DEVELOPMENT PROCESSES FOR PLANNING AND SUPPORTING SUSTAINABLE MANAGEMENT OF COASTAL RESOURCES.

Mainstreaming marine environmental concerns is about integrating the value of the marine and coastal environment into a policy process and resulting in targeted policy measures. This normally targets specific policy processes such as a national development plan or sector strategy. The focus of mainstreaming efforts can include regional organizations as well as national and local governments.

In this session, delegates from various countries highlighted in their presentations the key policy processes for the integration of marine/coastal concerns, and how institutions are organized to ensure effective coordination to achieve mainstreaming. They also identified some institutional challenges, as well as policy tools for mainstreaming. The speakers for this session included senior government officials from Seychelles, South Africa, Indonesia, Mauritius and Kenya.

Policy and Institutional Development Processes in the Seychelles

Mr. Cliff J.J. Gonzalves, Director Programme Management, Seychelles' Department of Environment provided an overview of Seychelles, its unique terrestrial and marine biodiversity and that its economy is highly dependent on the coastal zone, with fishing and tourism as the major industry. He described Seychelles as a country composed of 115 islands with a total population of 86,300 people. He further stated that its islands were separated from the African continent 120 million years ago, and remains isolated today. It is because of this that the islands have a large collection of endemic amphibians and reptiles, including the *Seychlleptus seychellarum*, the largest millipede, and coco de mer (*Lodoceia maldivica*), the largest seed in the world.

The national government has always given high priority to environmental management as such mainstreaming and linkages among sectors easily achieved under its National Environmental Plan of Seychelles (EMPS) which is implemented under a multisectoral National Steering Committee. The EMPS serves as the national strategy and action plan in mainstreaming environmental management in the national development for the next ten years, thus serving as the blueprint for all development projects. Implementation of projects has been effective with a strong partnership with the private sector coupled with an effective environmental education and awareness program jointly undertaken with nongovernmental organizations (NGOs) and the scientific community. However, to sustain interest, an incentive and disincentive plan must be considered for better and effective implementation of projects in the future.

Mainstreaming of Marine and Coastal Issues into National Planning and Budgetary Processes: MPA Management as an Example

Ms. Risha Sewmangal Persad, Integrated Coastal Management, Department of Environmental Affairs and Tourism, Republic of South Africa focused on the management of Marine Protected Areas (MPAs) as an example for national planning. South Africa's Department of Environmental Affairs, Branch Marine and Coastal Management is responsible for the protection of marine and coastal biodiversity and ecological processes. It takes charge of regulating activities through permitting system and monitors compliance. Its key mandates are promoting conservation and sustainable utilization of natural resources to enhance economic growth and alleviate poverty.

South Africa is uniquely situated at the crossroads of two oceans, with a long coastline and high marine biodiversity. The estimated value of coastal goods and services is about R168 billion annually constituting 35% of national annual GDP. MPA management is one way of protecting the marine ecosystem, contributing to biodiversity conservation, climate change resilience, rural livelihood, and local economic development. So far, the country has 20 MPAs covering 20% of coastline protection proclaimed under the Marine Living Resources Act (18 of 1998). The key focus areas for MPA management include protection of marine biodiversity and identifying socioeconomic development opportunities.

In 2008, the National Protected Area Expansion Strategy was adopted to increase coverage of MPAs to include marine, wetlands, terrestrial, estuarine and riverine ecosystems. The targets for expansion (15% no-take and 25% partial protection) cover 88 km inshore, 52,500 km² offshore and 23,300 km² offshore Prince Edward island EEZ (South Africa's territory). Operational partnership contracts are now in place for 19 of the 20 MPAs, with managing agencies. The MPA managing agencies, national government and WHS authorities are tasked to develop and implement expansion plans. Continuing research is being undertaken on the identified gaps. Current strategies put in place are the following:

1. Setting fishing conditions such as bag limits, closed seasons for certain species, daylight fishing, catch inspection;
2. Promotion of non-consumptive economic activities;
3. Recognition of Blue Flag beaches — cleanliness and environmental management;
4. Regulating white shark cage diving through permitting and code of conduct;
5. Regulating and permitting for Scuba or recreational diving; and
6. Sightseeing tours including boat-based whale watching; restricting people to approach whales closer than 300 m.

NPA on Protecting Coastal and Marine Environment from Land-based Activities: Policy and Institutional Development Processes

Ms. Wahyu Indraningsih, Assistant Deputy Minister for Coastal and Marine Destruction Control of Indonesia's Ministry of Environment described the framework for the development of Indonesia's National Plan of Action (NPA) in protecting its coastal and marine environment. The NPA was developed and is being implemented through a multisectoral approach with the participation of various stakeholders such as various sectoral agencies and community groups

that included NGOs, private partners, the scientific community, watershed and coastal community, local government, women community, and media.

NPA focuses on integrated river basin management and coastal and marine management and strengthening institutions. The NPA will develop a task force for variability and climate change monitoring and enhance community institutions by ensuring that poor people will have access to information and participate in formal decisionmaking processes. National and regional networking will be enhanced to establish partnerships in eradicating poverty.

The NPA also promotes pro-environment, pro-job, and pro-poor programs that address the short, medium and long terms need of the communities. Funding comes from the national and local budget, and funds based on polluters pay principles. The government also promotes CSR and cost-sharing mechanisms for watershed management and receives funding from international donors and communities. The NPA reduces socioeconomic impact of coastal degradation on the community by creating employment, livelihood opportunities, as well as social insurance and social support mechanisms. It also builds local capacity in mariculture, silvofishery, and fisheries capture technology.

To continuously mainstream the NPA, there is a need to adopt strategic communication particularly at the levels of planners and decisionmakers. Collaboration with key persons from major political groups and research institutions and universities should be strengthened.

Integrated Coastal Zone Management – A Framework and Tool for Planning and Supporting Sustainable Management of Coastal Resources: The Mauritian Experience

Mr. Jogeewar Seewoobaduth, Director, Ministry of Environment and National Development Unit of Mauritius, gave a profile of Mauritius and highlighted the importance of its coastal zones and the challenges in management. Mauritius is composed of the main island of Mauritius and Rodrigues and a number of small islands found in its 1.9 million km² EEZ.

The coastal and marine environment is greatly affected by past uncontrolled development and human activities such as sand mining, illegal backfilling of wetlands, unsustainable fishing and land practices, soil erosion, and eutrophication. It is also greatly affected by cyclones, tidal surges and the impact of climate change. The water quality has deteriorated in certain areas, with potential loss of biodiversity and decrease in fish catch.

Integrated coastal zone management (ICZM) is a “system management” to achieve sustainability. It requires knowledge and understanding of various subsystems, their interlinkages and how they interact. Political will is a prerequisite to an effective ICZM plan. The plan should consider various policy and planning

Key ICZM Policies

- Setting architectural and building guidelines
- Requiring provision of wastewater treatment plant for hotels of more than 30 rooms
- Prohibiting cutting of mangroves
- Banning coral and sand extraction from lagoons
- Banning development on environmentally sensitive areas
- Promoting integrated development
- Composting of green wastes
- Reuse of treated wastewater
- Control of industrial/domestic pollution
- Use of ecosystem approach at concept stage
- Provision of Drainage systems
- Provision of Solid waste disposal
- Setting conservation guidelines for heritage sites
- Use of economic instruments

tools, and establish regulatory and institutional frameworks, develop human resource, identify financial resources, undertake public outreach programme and adopt mechanisms for monitoring and evaluation. Mauritius has adopted Key Policy Documents that enshrine principles of ICZM. Some of the ICZM tools that have been established are environmental impact assessment (EIA), land plans, zoning and biotyping, water quality index, coastal resource inventory, wastewater audit, coastal/beach erosion survey, and ballast water monitoring. Implementation of ICZM is facing challenges such as adaptation to climate change, overlapping legislations and inadequate funding and skills of human resources of implementing agencies.

Mainstreaming of Marine and Coastal Issues into Kenya’s National Planning and Budgetary Process

Mr. Baraza Wangwe, Principal Wetlands Officer, Coastal Marine and Freshwater of Kenya’s National Environment Management Authority, gave an overview of Kenya’s coastal resources. The country’s coastal and marine ecosystem are among the most productive and yet highly threatened. They support production, income and livelihood sectors and provide essential ecological services from the region. Coastal economies such as maritime trade, tourism, fisheries, agriculture, mining and other industries contribute around 9.5% of annual GDP. Owing to heavy dependence on natural resources, the rapid growth in population and expansion of various economic sectors at the coast and countrywide have led to overexploitation, environmental degradation and resource use conflicts. The impacts and threats to these ecosystems are complex and demand long term, cross-sectoral, multidisciplinary and broad stakeholder participatory responses in assessment and intervention targeting through structured engagements. There is need to sustain intervention objectives through National Program Action Plans and budgetary back stopping by government and other partners.

Through its strategic policies and programmes, Kenya recognizes the importance of linking conservation and protection of coastal and marine ecosystems to socioeconomic development. Issues that need to be addressed are pollution from land-based activities and resource use conflicts. Strategies must therefore include protection of the environment, engagement of major stakeholders, institutionalizing site-specific base line assessment of resources taken into account, promotion of investment, poverty reduction and socio-equity in a safe health productive environment. More importantly, national development plans and district development plans must be harmonized.

Kenya has established a collaborative inter-agency working group consisting of sectoral agencies, local authorities and various community groups. The Kenya Vision 2030 is a new long-term development blueprint for the country with the end goal of becoming a globally competitive and prosperous country with a high quality of life by 2030. It aims for sustainable utilization and conservation of coastal

National Priority Areas and Options for Sustained Policy and Institutional Changes

- Legitimizing institutions, enhancing livelihood security, and reinforcing local capacity to embrace wise use principles.
- Enhancing asset expansion, livelihood opportunities and resource base resilience.
- Improving quality of growth and livelihood security in tandem with sustainable development rationale through national programs of actions.
- Reforming procedures for service delivery in response to emerging challenges and circumstances
- Promoting local intervention targeting the vulnerable

ecosystems, enforcement of legislation, capacity building, proper municipal waste management system, and integrating indigenous coastal management systems.

SESSION 2: MOBILIZATION OF DOMESTIC AND INTERNATIONAL RESOURCES TO ADDRESS COASTAL AND MARINE PRIORITIES

Natural resources are a major source of wealth and, if properly managed, can generate significant tax revenues in low-income countries. Unfortunately, the revenue potential may remain unrealized due to poor market incentives, inadequate subsidies for natural resource extraction (e.g., low-cost loans for Indonesia's timber industry), artificially low taxes on natural resource use, lack of enforcement and tax evasion on legal or illegal harvests) as well as conflicting government policies. Hence, improved environmental management can be an important source of additional government revenues, which can be directed toward poverty reduction along with other sources of revenues.

The loss of ecosystem services or natural resources may translate into the need for additional public expenditures. Often, the loss of natural resources is treated as having limited impacts, since many of these impacts are not fully priced in the market. Applying economic techniques to quantify non-market values can demonstrate the need for improved environmental management.

This session introduced innovative revenue and related financial mechanisms in various countries to support environmental stewardship by governments at various levels. Presentors identified the problems encountered particularly among stakeholders in appreciating the benefits of such changes. They identified some constraints in raising funds from the national government; and how countries addressed these constraints and challenges of resource mobilization through policy and legislative changes. Country case studies also elaborated how the ICM framework has been used to mobilize resources and institutional support to integrate marine/coastal issues into wider development plans/policies. Senior government officials from Sri Lanka, Philippines and Saint Lucia made presentations on their domestic revenue and related policy measures for mobilization of resources for environmental management.

Mainstreaming ICM Policy in Planning and Financing at the National and Local Systems

Mr. Robert Jara, Executive Director, Coastal and Marine Management Office, Philippines Department of Environment and Natural Resources (DENR), described the overall uses and issues of the Philippine's coastal and marine environment. He identified the following as the major issues, namely: (a) increasing pollution; (b) resource use conflict; (c) Unclear and weak institutional arrangements; (d) overexploitation and destructive fishing; (e) unplanned shoreline development, and (f) natural disasters, particularly typhoons, flooding and landslides.

Executive Order 533 (EO 533), issued by President Gloria Macapagal-Arroyo adopted Integrated Coastal Management (ICM) as the national framework to ensure the sustainable development of the Philippines' coastal marine environment and resources. EO 533 directs the implementation of ICM in all coastal areas, taking into consideration the inter-linkages of coastal areas and associated watersheds, estuaries and wetlands. Local governments play a major role in ICM implementation. In implementing EO 533, the Philippines uses the process framework for sustainable development of river basin and coastal areas developed by PEMSEA, including the ICM project development and implementation cycle being adopted in all PEMSEA ICM sites.

He then described the different funding mechanisms established to finance the implementation of the national ICM program using the following funding sources, namely: national government budget, local government funds, establishment of environmental fees and making use of public-private sector partnership or PPP. He cited the level of funding from the national government, particularly the DENR, the province of Pampanga for local government, the users fee scheme of Puerto Galera and the public-private partnership of the province of Bataan and the Bataan Coastal Care Foundation, Inc.

ICZM– A Framework and Tool for Planning and Supporting Sustainable Management of Coastal Resources: The Saint Lucian Experience

Ms. LaVerne Walker, CZMU Coordinator, Sustainable Development and Environment Section of the Ministry of Physical Development and Environment, Housing, Urban Renewal and Local Government, gave an overview of the coastal resources of Saint Lucia. To protect its resources, St. Lucia adopted ICZM Policy and is working towards the adoption by Cabinet of the ICZM Strategy and Action Plan with the objectives of developing a planning framework for managing coastal resource use, establishing appropriate decision-support systems and securing adequate financial resources.

The proposed North West Coast Water Quality Project aims to improve recreational water quality through demonstration of ICM best practices. Some of the proposed activities include characterizing hotspots, establish spatial guidelines for recreational water quality standards, establish strategies for remediation and control, undertake costing of solutions, monitoring and evaluation using GEF international waters framework.

<p style="text-align: center;">Vision</p> <p>A biologically diverse, healthy and productive coastal and marine environment that benefits all Saint Lucians and which is maintained and enhanced through an integrated holistic and multisectoral approach to national and regional planning and development.</p>

The process stressed the importance of a champion, the involvement of cabinet ministers, establishing inter-agency collaboration mechanism, and promoting on-the-ground successes. Adaptive planning is vital to address changing circumstances.

Establishing an Environment Conservation Levy Sri Lanka’s experience

Ms. Padmini Batuwitage, Additional Secretary (Environment and Policy) of the Ministry of Environment and Natural Resources of Sri Lanka, shared Sri Lanka’s experience on the establishment of the Environment Conservation Levy. Sri Lanka is an island in the Indian Ocean consisting of 65,610 km² and a long coastline of approximately 1,620 km. It has the richest areas of biodiversity (coral reef, lagoons, mangroves, etc.) Its coastal areas contribute significantly to Sri Lankan Economy. Thus, the country’s Constitution mandates the state to protect, preserve and improve the environment for the benefit of the country and makes it the duty of every Sri Lankan to protect nature and conserve its riches.

Environmental management in Sri Lanka operates within legal and institutional structures. The National Environmental Policy was adopted to ensure sound environmental management within a sustainable development framework. Legal instruments have also been

adopted including the National Environmental Act. No 47 of 1980 and related amendments (CEA) and North Western Provincial Environmental Statute No.12 of 1990 as well as the management tools such as the EIA 1993 and EPL 1991.

Sri Lanka has also established the Environment Conservation Levy Act of 2008 Environmental Conservation Levy Act, No. 26 of 2008 which provided for the imposition of an Environmental Conservation Levy on specified items and services that are likely to have a harmful impact on the environment. The revenue accumulating from this levy can be directly utilized for taking corrective action to eliminate or alleviate the hazard. All Levies collected are to be remitted to the “Environmental Conservation Levy Account” of the Consolidated Fund.

The Act is implemented by the Minister of Finance. The items and services and the quantum of the levy will be determined by the Minister in charge of environment and published in the government gazette as an Order made under the Environment Conservation Levy Act. The Order comes into effect on the date specified in the Order. According to the provisions of the Act, every Order made under the Act has to be approved by a resolution of the Parliament as soon as convenient after it is published.

Some of the items identified under the Levy include: (a) motor cars and motorcycles (to be paid by the owners annually); (b) Non-CFL electric bulbs of over 40 watts (to be paid by the importer or local manufacturer); (c) services supplied by cellular phone operators (to be paid each month by the user of the phone); and (d) users of television transmission towers, broadcasting towers and telephone transmitting towers (to be paid by the users of the towers).

However, in respect of the above products, the Levy faced challenges in the form of petition filed by the public with the Supreme Court who claimed that such levy constitute an infringement of their fundamental rights guaranteed under the Constitution of Sri Lanka. The Supreme Court order nullified the levies relating to motor vehicles, non-CFL electric bulbs and transmission towers but upheld the levies for cellular phones. Importantly, however, the judgement stated, “The imposition of further levies would be considered by the executive in consultation with the respective parties”. Clearly, therefore, the declaration of more items and services as being liable to the imposition of the Environmental Conservation levy is envisaged.

The government is taking steps to utilize the revenue collected in e-waste management initially. A waste mobile phone collection network with the participation of private sector (Dialog Telekom) has been facilitated by using these funds.

CONCLUSIONS

Chair David Osborn, Coordinator of UNEP/GPA, re-stated the two major issues that the workshop sought to address relative to mainstreaming and implementation of coastal management. The issues are:

1. What is the relationship between coastal and marine environments and national development?
2. How do governments mainstream Integrated Coastal Management into national planning and budgetary processes?

The presentations stressed the importance of coastal and marine ecosystems to national development in many countries given that the environment underpins the economy who in turn underpins the environment. Coastal and marine systems are central to national development in most countries and it is important to establish the economic value of ecosystem services at local scales in coastal and marine areas.

Mainstreaming is about solutions, not problems – it is about building wealth. In order to mainstream coastal management into national development there is a need to build on strengths and promote successes – success builds success. Mainstreaming is a process that takes time and one need not have to do everything at once, but rather start with what is doable.

There is a need to encourage broad stakeholder participation and engage NGOs and private sector both in the development and implementation of national programs to increase transparency and ensure buy-in.

In generating funds to implementation of programs and projects under a national plan, one can make use command and control, market-based instruments and voluntary approaches. Communication is critical and informal communication is as important as formal. An effective communication plan is essential.

One must live with conflicts as it will always be there, between programs or planners and decisionmakers.

RECOMMENDATIONS:

To mainstream marine and coastal issues into national planning and budgetary processes , the workshop agreed that it is important to:

- Identify positive contributions of natural resource management to attainment of national development goals and the achievement of sustainable development
- Identify the lead national agency
- Make use of good science
- Identify goals and targets for marine and coastal sector in relation to national development goals
- Scope out key strategic issues & entry points
- Define a mainstreaming strategy
- Form an inter-agency working group
- Develop an accountability framework