

Our Sea of Islands  
Our Livelihoods  
Our Oceania

Framework for a Pacific Oceanscape:  
a catalyst for implementation of ocean policy

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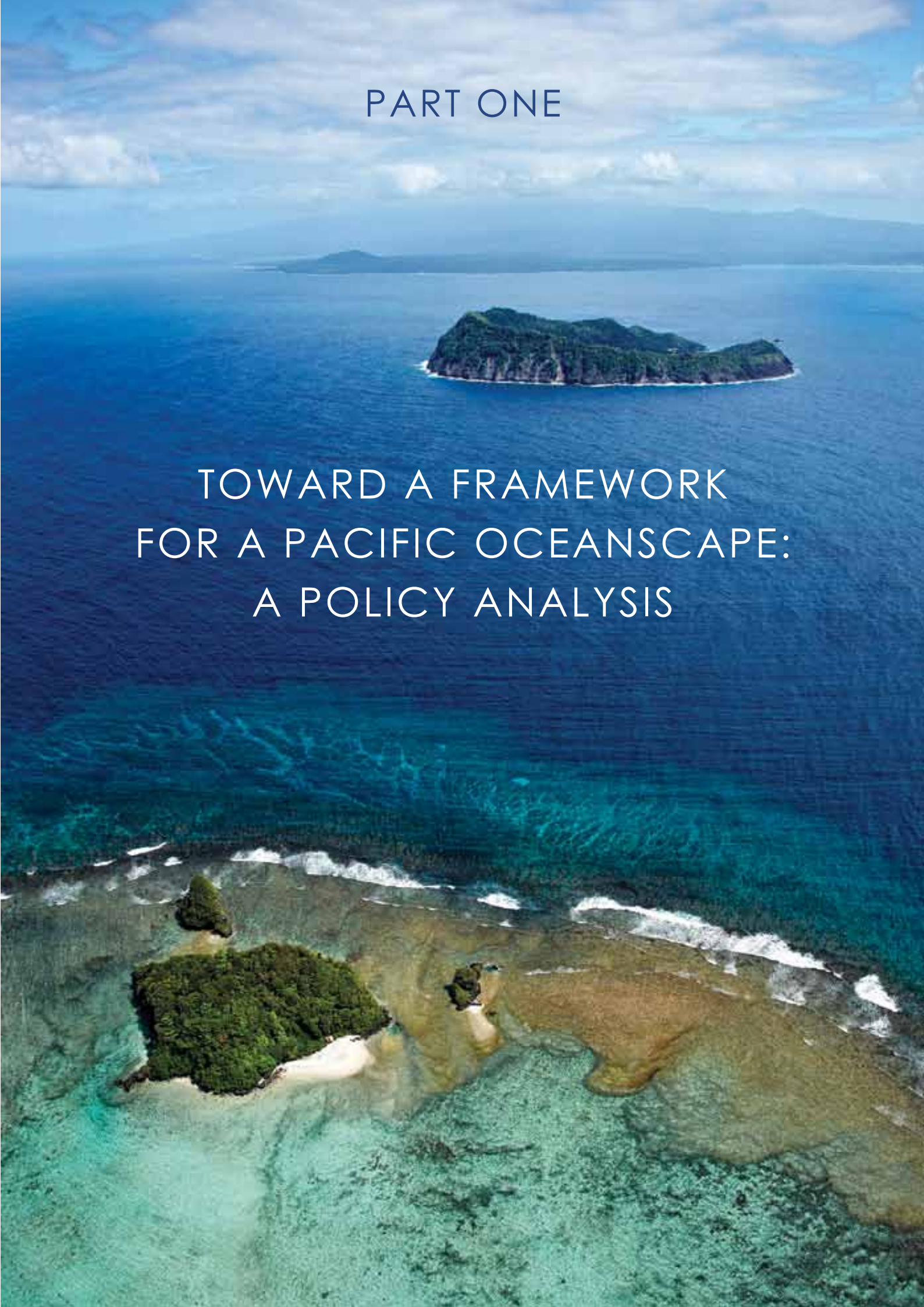


# LIST OF ACRONYMS

|                   |  |                  |   |
|-------------------|--|------------------|---|
| <b>ADB</b>        | Asian Development Bank   | <b>PICTs</b>     | Pacific Island Countries and Territories  |
| <b>BPoA</b>       | Barbados Programme of Action for the Sustainable Development of Small Islands Developing States    | <b>PIFACC</b>    | Pacific Islands Framework for Action to Climate Change  |
| <b>CBD</b>        | Convention on Biological Diversity   | <b>PIFL</b>      | Pacific Islands Forum Leaders   |
| <b>CC</b>         | Climate Change   | <b>PIPA</b>      | Phoenix Islands Protected Area  |
| <b>CITES</b>      | Convention on International Trade in Endangered Species of Wild Fauna & Flora                      | <b>PIROF-ISA</b> | Pacific Islands Regional Ocean Framework for Integrated Strategic Action                      |
| <b>CTI</b>        | Coral Triangle Initiative  | <b>PIROP</b>     | Pacific Islands Regional Ocean Policy   |
| <b>CRISP</b>      | Coral Reef InitiativeS for the Pacific   | <b>PoW</b>       | Programme of Work   |
| <b>CROP</b>       | Council of Regional Organisations of the Pacific   | <b>PPAC</b>      | Pacific Plan Action Committee   |
| <b>EAF</b>        | Ecosystem Approach to Fisheries  | <b>RAMSAR</b>    | Convention on Wetlands  |
| <b>EEZ</b>        | Exclusive Economic Zone  | <b>SIDS</b>      | Small Island Developing States  |
| <b>FFA</b>        | Forum Fisheries Agency   | <b>SIS</b>       | Small Island States   |
| <b>FfADRM</b>     | A Framework for Action 2005-2015 – Building the Resilience of nations and Communities to Disasters | <b>SOPAC</b>     | Pacific Islands Applied Geoscience Commission   |
| <b>GLISPA</b>     | Global Island Partnership  | <b>SPC</b>       | Secretariat of the Pacific Community  |
| <b>ICM</b>        | Integrated Coastal Management  | <b>SPREP</b>     | Secretariat of the Pacific Regional Environment Programme                                     |
| <b>LMMA</b>       | Locally managed marine areas   | <b>UNCED</b>     | United Nations Conference on Environment and Development                                      |
| <b>MDGs</b>       | Millennium Development Goals   | <b>UNCLOS</b>    | United Nations Convention on the Law of the Sea   |
| <b>MEA</b>        | Multi-lateral environmental agreement  | <b>UNEP</b>      | United Nations Environment Programme  |
| <b>MPAs</b>       | Marine Protected Areas   | <b>UNFCCC</b>    | United Nations Framework Convention on Climate Change   |
| <b>MSI</b>        | Mauritius Strategy for the further implementation of the BPoA                                      | <b>UNFSA</b>     | United Nations Fish Stocks Agreement  |
| <b>MSWG</b>       | Marine Sector Working Group  | <b>UNGA</b>      | United Nations General Assembly   |
| <b>NAPA</b>       | National Adaptation Programmes of Action   | <b>UNICPOLOS</b> | United Nations Informal Consultative Process on Oceans and Law of the Sea                     |
| <b>NBSAP</b>      | National Biodiversity Strategies and Action Plan   | <b>USP</b>       | University of the South Pacific   |
| <b>NGO</b>        | Non-government organisation  | <b>WCMC</b>      | World Conservation Monitoring Centre  |
| <b>NSDS</b>       | National Sustainable Development Strategy  | <b>WCPFC</b>     | Convention for the Conservation and Management of Highly Migratory Fish Stocks in the Pacific |
| <b>PacificRAP</b> | Pacific Regional Action Plan for Sustainable Water Management                                      | <b>WWF</b>       | Worldwide Fund for Nature   |

PART ONE

TOWARD A FRAMEWORK  
FOR A PACIFIC OCEANSCAPE:  
A POLICY ANALYSIS





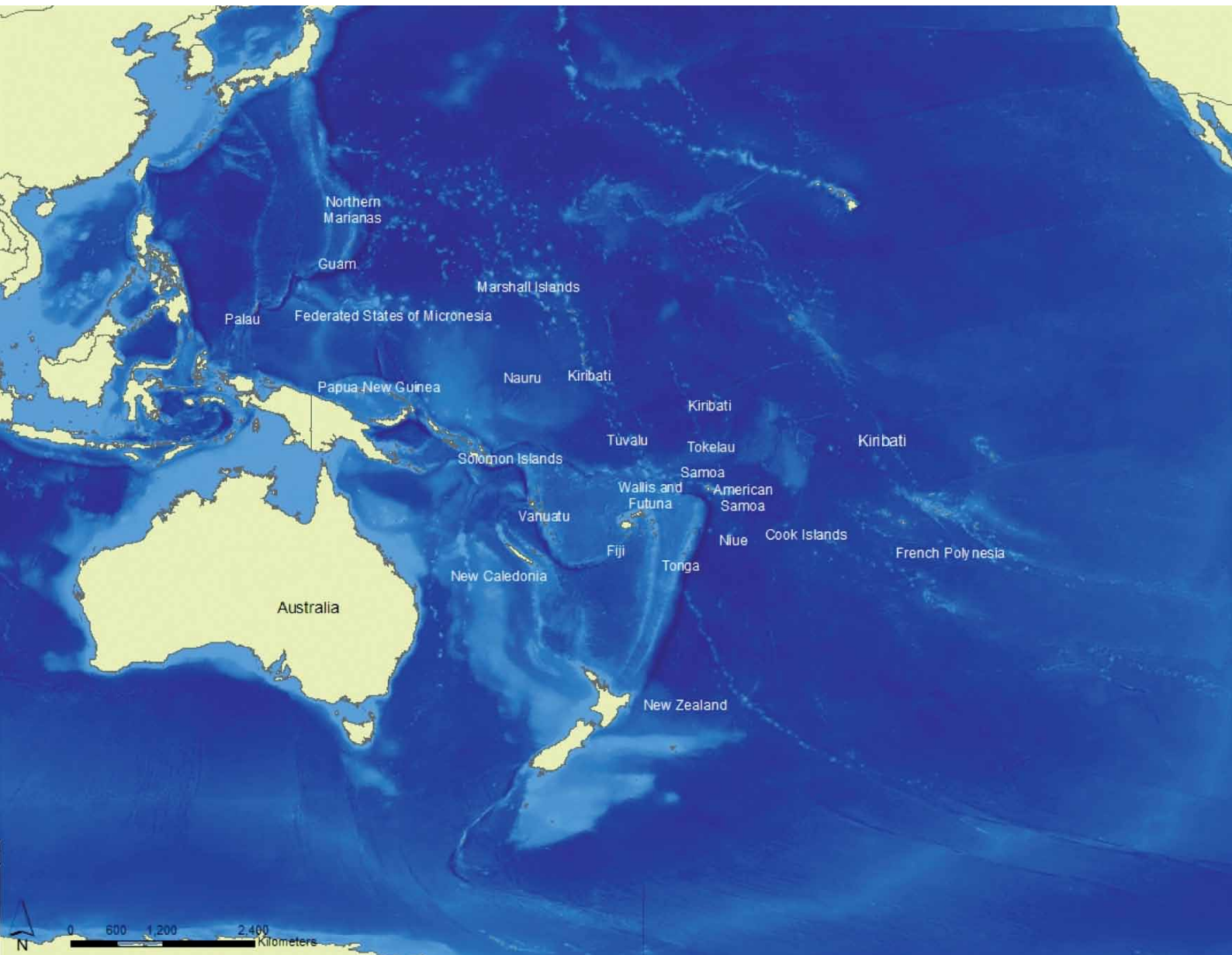


Figure 1: The Pacific Islands Ocean Region (SPREP, 2010).

## INTRODUCTION

Pacific Island Countries and Territories of France, Great Britain, New Zealand and the United States of America that make up the Pacific Islands Ocean Region have stewardship responsibilities for a vast area of the earth's surface covering at least 40 million square kilometres (Figure 1: The Pacific Islands Ocean Region (SPREP, 2010)<sup>1</sup>). The uses of the islands, coasts, seas and ocean and their resources have expanded exponentially over time and today they provide commercial, cultural, recreational, economic, scientific, conservation and security benefits, as well as sustaining diverse habitats and species of local and global significance. There are enormous challenges confronting the Pacific Islands Ocean Region such as pollution, habitat destruction, the unsustainable use of its marine resources, natural and man induced hazards and their disaster risk impacts that make such benefits and natural assets increasingly tenuous and vulnerable.

Figure 1: The Pacific Islands Ocean Region (SPREP, 2010)

Notwithstanding these challenges, a recent study by the United Nations Environment Programme World Conservation Monitoring Centre (Corrigan, 2009) suggests that in comparison to other regions of the world “the Pacific is relatively healthy” and therefore opportunities still exist to be proactive and take actions that will ensure that the Pacific Islands Ocean Region continues to support the lives of its peoples as well as the wider global community. Its well-being and the sustainable use of its resources will guarantee that Pacific peoples can “live (the) free and worthwhile lives” that their Leaders visioned in their Pacific Plan<sup>1</sup> of 2005, while making sure that their deeds and actions result in greater global good with lasting effect.

Testament to the concern for their islands, coasts and ocean are the many commitments that Pacific Island countries have made at national, regional and international levels. They have ratified multi-lateral environmental agreements and developed companion regional policy instruments for the sea, biological diversity, disaster risk reduction, climate change and pollution. Their support of more encompassing frameworks for sustainable development such as the Johannesburg Programme of Action<sup>2</sup>, Mauritius Strategy for the Further Implementation of the Programme of Action for the Sustainable Development of Small Island Developing States<sup>3</sup>, the Pacific Plan as well as National Sustainable Development Strategy or Planning instruments at national level are further evidence and demonstration of this.

For all of these policy instruments to achieve their desired outcomes in maintaining critical coastal and marine ecosystem, economic, social and cultural benefits more thoughtful and integrated approaches

1 The Pacific Plan and related documents – refer <http://www.forumsec.org.fj/pages.cfm/about-us/the-pacific-plan/>

2 Johannesburg Programme of Action [http://www.un.org/esa/sustdev/documents/WSSD\\_POI\\_PD/English/POIToc.htm](http://www.un.org/esa/sustdev/documents/WSSD_POI_PD/English/POIToc.htm)

3 Mauritius Strategy, <http://www.sidsnet.org/MIM.html>

to addressing critical priorities over the development policy spectrum will be needed. The effectiveness of such an approach for the Pacific Islands Ocean Region will depend upon strong leadership and commitment as well as regional ownership and cooperation. It will also require sufficient levels of human and financial resources to allow ocean specific and ocean related priority initiatives to be implemented. Adoption of a regional approach toward ocean solutions for sustainability should be offered not as a choice but as a necessity given that resources such as fisheries and minerals and many of the mentioned challenges such as pollution are transboundary in nature and are not limited by the political boundaries that exist between States or with areas of High Seas.



## CONTEXT AND SCOPE FOR A PACIFIC OCEANSCAPE FRAMEWORK

At the 40<sup>th</sup> Pacific Islands Forum convened in Cairns Australia in August 2009, the Republic of Kiribati shared with its Forum siblings a vision for *a secure future for Pacific Island Nations based on ocean conservation and management*, under its *Pacific Oceanscape* concept and related *Pacific Ocean Arc* initiative. They suggested that the success of a Pacific Oceanscape will be predicated on strong forum leadership and regional cooperation, which would in turn focus urgent and timely attention on critical issues such as climate change impacts on Pacific peoples, their islands and their Ocean. Consequently, in their communiqué:

*Leaders welcomed the Pacific Oceanscape concept and its companion Pacific Ocean Arc initiative tabled by Kiribati aimed at increasing marine protected area investment, learning and networking. Leaders tasked the Secretariat, together with relevant CROP agencies and key partners, to develop a framework for the Pacific Oceanscape, drawing on the Pacific Islands Regional Ocean Policy, as a priority area for attention under the Pacific Plan<sup>4</sup>.*

The three components envisaged under the Pacific Oceanscape are<sup>5</sup>:

**Pacific Ocean Arcs:** The Pacific Ocean Arc component aims to foster development of terrestrial and Marine Protected Areas (MPAs), based on the natural archipelagic nature of some Pacific Island Countries and Territories (PICTs), including consideration of territorial domains associated with Exclusive Economic Zones (EEZs), and opportunities for protected areas beyond these EEZs, in the surrounding high seas. For many such archipelagos, the implementation of Ocean Arcs will necessitate a trans-boundary approach and associated collaboration between PICTs.

**Climate Change and Ocean Security:** The Climate Change and Ocean Security component recognizes the emerging issues of impact to our ocean, including ocean acidification and increasing ocean temperatures. This component also aims to investigate governance issues for our ocean including the security of EEZs and associated management and monitoring of high seas areas.

**Leadership and Learning:** The Leadership and Learning component cuts across the first two components in that it seeks to support learning across initiatives such as protected areas and to support targeted research, learning and leadership in key areas for both the Pacific Ocean Arc, and the Climate Change and Ocean Security components.

To support their response to this decision the Pacific Islands Forum Secretariat together with other CROP agencies and key partners that participate in the CROP Marine Sector Working Group (CROP MSWG) commissioned a consultancy<sup>2</sup> to develop a framework for the Pacific Oceanscape for presentation at the 41<sup>st</sup> Forum Leaders Meeting in Vanuatu in August 2010.

4 The Cairns Communiqué – refer <http://www.forumsec.org/fj/.../final-communique-of-40th-pacific-islands-forum-cairns.html>

5 Consultants Terms of Reference refer Annex 1

This report seeks to address the Leaders' request and the MSWG Terms of Reference (refer Annex I) by:

- Providing a (baseline) review of the Pacific Island Region's ocean policy environment and the status of its institutional and operational framework.
- Providing a summary of progress in implementation of the ocean related policy and in particular the Pacific Islands Regional Ocean Policy (PIROP)<sup>6</sup>, identified as a key priority initiative under the *Pacific Plan* in 2005, as well as key issues that need to be addressed.
- Present a Framework for a *Pacific Oceanscape* drawing on the PIROP, its principles and aspirations, identifying critical and emerging, priority issues and opportunities of strategic significance for ocean management and conservation. *The Framework will highlight when and why political leadership and commitment will be required, and why urgent attention and immediate action should be given to the initiatives that are identified.*

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6 Pacific Islands Regional Ocean Policy refer – <http://www.forumsec.org.fj/resources/uploads/attachments/documents/PIROP.pdf> and <http://www.piocean.org/policy/oceanpolicy.htm>

## INSTRUMENTS – OUR OCEAN POLICY ENVIRONMENT

Pacific Island countries have made numerous commitments at national, regional and international levels. They have ratified multi-lateral environmental agreements and developed companion regional policy instruments for the sea<sup>7</sup>, biological diversity<sup>8</sup>, disaster risk reduction<sup>9</sup>, climate change<sup>10</sup> and pollution<sup>11</sup>. Their support of more encompassing frameworks for sustainable development such as the Johannesburg Programme of Action<sup>12</sup>, Mauritius Strategy for the Further Implementation of the Programme of Action for the Sustainable Development of Small Island Developing States<sup>13</sup> is complemented by the development of regional instruments such as the Pacific Plan<sup>1</sup> and Pacific Islands Regional Ocean Policy (PIROP)<sup>5</sup> as well as the promotion of national instruments such as National Sustainable Development Strategies (NSDSs) or Planning instruments, National Biodiversity Strategies and Action Plans (NBSAPs) and National Adaptation Programmes of Action (NAPAs).

The pre-eminent regional policy guidance on Oceans and resource management are the Pacific Plan and the Pacific Island Regional Ocean Policy.

### 3.1 The Pacific Plan and Pacific Forum Leaders communiqués

The Pacific Plan<sup>1</sup> was adopted by Pacific Island Forum Leaders in 2005 as the principal regional policy instrument for strengthening and deepening regional cooperation, regional integration and the regional provision of public goods and services, under four pillars of sustainable development; economic growth; governance and security. In their Vision for the Pacific Plan:

Leaders believe the Pacific region can, should and will be a region of peace, harmony, security and economic prosperity, so that all of its people can lead free and worthwhile lives. We treasure the diversity of the Pacific and seek a future in which its cultures, traditions and religious beliefs are valued, honoured

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- 7 United Nations Convention on the Law of the Sea refer <http://www.un.org/Depts/los/convention.../unclos/> , WCPFC – <http://www.wcpfc.int/doc/wcpfc6-200907/status-convention> refer SPRFMO – refer [www.southpacificrfmo.org](http://www.southpacificrfmo.org) Regional Management and Development Strategy refer [www.ffa.int](http://www.ffa.int)
- 8 Convention on Biological Diversity – refer <http://www.cbd.int/convention/>
- 9 Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters [www.unisdr.org/eng/hfa/hfa.htm](http://www.unisdr.org/eng/hfa/hfa.htm); A Framework for Action 2005-2015 : Building the Resilience of Nations and Communities to Disasters ; An Investment for Sustainable Development in the Pacific Island Countries ; Disaster Risk Reduction and Disaster Management – refer <http://www.pacificdisaster.net/pdnadmin/data/original/mr0613.pdf>
- 10 United National Framework Convention for Climate Change – refer [http://unfccc.int/essential\\_background/convention/](http://unfccc.int/essential_background/convention/) and Pacific Framework for Action on Climate Change – refer <http://www.sprep.org/legal/international/htm>
- 11 among others for pollution, London Convention 1972 – refer <http://www.imo.org/> ; London Protocol 1996 refer – <http://www.imo.org/> ; MarPol 2 October 1983 ; Basel Convention 1992 refer – <http://www.basel.int/text/documents.html>
- 12 Johannesburg Programme of Implementation refer [www.un.org/esa/sustdev/documents/WSSD.../WSSD\\_PlanImpl.pdf](http://www.un.org/esa/sustdev/documents/WSSD.../WSSD_PlanImpl.pdf)
- 13 Mauritius Strategy for the Further Implementation of the Programme of Action for the Sustainable Development of SIDS refer – [www.un.int/mauritius/.../Mauritius\\_Strategy\\_latest\\_version.pdf](http://www.un.int/mauritius/.../Mauritius_Strategy_latest_version.pdf)



and developed. We seek a Pacific region that is respected for the quality of its governance, the sustainable management of its resources, the full observance of democratic values and for its defence and promotion of human rights. We seek partnerships with our neighbours and beyond to develop our knowledge, to improve our communications and to ensure a sustainable economic existence for all.

The principles espoused in this Vision recur within other thematic and sector focused regional policies but unlike these the Pacific Plan is a “living” instrument which over the years has seen new commitments responding to new emerging challenges being added through Pacific Forum Leaders communiqués emerging from the annual Pacific Island Forum Leaders Meeting.

The Pacific Plan and subsequent communiqués specifically raise the following Ocean related priorities for action:

## Economic Growth

- Maximise sustainable returns from fisheries by development of an ecosystem-based fishery management planning framework; encouragement of effective fisheries development, including value-adding activities; and collaboration to ensure legislation and access frameworks are harmonized.
- Promoting domestic fisheries, in particular the development of national tuna industries, in the context of a phased introduction of rights-based management arrangements.
- Maintaining regional solidarity among Forum member countries in the conservation and sustainable management of highly migratory tuna resources.
- Reaffirmed the Declaration on Deep Sea Bottom Trawling which called for strong measures to regulate and manage deep sea bottom trawling, and committed to the protection of high seas biodiversity and the conservation and management of non-highly migratory fish stocks in the Pacific Ocean.
- Committed to the development and management of coastal/inshore fisheries and aquaculture to support food security, sustainable livelihoods and economic growth for current and future generations of Pacific people.

## Sustainable Development

- Development and implementation of National Sustainable Development Strategies (NSDS), including the mainstreaming of regional policy frameworks or actions plans and using appropriate cross-cutting and Pacific relevant indicators in line with the Millennium Development Goals (MDGs). A ‘whole of government’ and stakeholder based approach is called for to address sectoral and cross-cutting issues with the support of regional agencies and partners. Priority issues include: climate change, energy security, conservation
- Development and implementation of national and regional conservation and management measures for the sustainable utilisation of fisheries resources.
- Development and implementation of policies and plans for waste management
- Facilitation of international financing for sustainable development, biodiversity and environmental protection and climate change in the Pacific including through the Global Environment Facility and conservation trust funds

- Adopt stakeholder-based planning, establishment and management of conservation areas, supported by a strong understanding of economic, social and environmental benefits deriving from effective conservation;
- Development of adaptation and mitigation efforts linked to the Pacific Climate Change Framework 2006-2015 and the Pacific Disaster Risk Reduction and Disaster Management: Framework for Action 2006-2015; including public awareness, capacity building and improving governance, risk and vulnerability assessments, and, should a genuine need arise, consideration of measures to address population dislocation
- National action plans for climate change should be developed and implemented and climate change should be mainstreamed into national development planning drawing on the Pacific Islands Framework for Action on Climate Change and the associated implementation plan.

## Good Governance

- Enhancement of governance mechanisms, including in resource management; and in the harmonisation of traditional and modern values and structures
- Upgrade and extension of country and regional statistical information systems and databases across all sectors

Table 1 provides a synthesis of ocean and ocean related issues highlighted within the five Forum Leaders Communiqués and annexes following the adoption of the Pacific Plan in 2005. Fisheries, maritime transport and climate change are highlighted in each communiqué suggesting the level of importance that Leaders have placed on the need for these sectors and the cross-cutting thematic issue of climate change to be addressed urgently through regional cooperative and integrated arrangements.

In so far as the Pacific Islands Ocean is concerned the Pacific Plan and the 2005 Madang Communiqué make specific mention of the Pacific Islands Regional Ocean Policy (PIROP) and its related Framework for Integrated Strategic Action (the PIROP-ISA). They are included as a key initiative requiring priority attention under the Kalibobo Roadmap of the Pacific Plan in 2005 and the fisheries and maritime transport sectors are specifically mentioned.

**Table 1: Synthesis of ocean related governance, sector and issues reflected in the Pacific Forum Leaders Communiqués, including its Annexes; and, the Pacific Plan for the period 2005 to 2009.**

| OCEAN RELATED POLICY SECTOR |  |                   |                                  |                 |             |   |   |            |                                |
|-----------------------------|--|-------------------|----------------------------------|-----------------|-------------|---|---|------------|--------------------------------|
| ISSUE                       | Resources*   | Transport Comms   | MBD Security Safety              | Pollution Waste | DRR CCA     | Biodiversity Conservation                   | CC  | Monitoring | Governance                     |
| 2005 Madang Communiqué      | F (20)   |                   | S (4;15)                         | SRW (29)        | DRR (24;25) |   | PIFACC (26) CT (28)   | SLCMP (27) | FFA (18;19) PIROP (23)         |
| 2005 PP Kalibobo            | F E  | T TVET            | Maritime border and bios-ecurity | Waste           | DRM         | F (C+M)                                     |   |            | NSDS PIEP; waste FPRTS         |
| 2006 Nadi Communiqué        | F (13;14)  | T (5; 7)          |                                  | SRW (26)        |             | 16; 17                                      | PIFACC (15)   |            |                                |
| 2006 PP Annex A             |  | T (SIS)           |                                  |                 |             | Annex B -Declaration DSBT                   |   |            | PIEP / PEMM MEA Financing NSDS |
| 2007 Vava'u Communiqué      | F (5;6) F Declaration E (7)                          | T (14)            |                                  |                 |             |   | 9;10;11;12;13   |            |                                |
| 2007 Pacific Plan           | F E Annex B -Declaration "Our Fish Our Future"       | C (SCT)           | F data                           | WM              | DRM + CCA   | DSBT UNGA resolution Financing conservation | PIFACC X-cutting  |            | MSI alignment NSDS             |
| 2008 Alofi Communiqué       |  | PRIF (26)         |                                  |                 |             |   | 10;11;12;13;14  |            |                                |
| 2008 Pacific Plan           | F (food security) F sector RE                        | T (food security) | MBD                              |                 |             |   | CC Annex B-Declaration  |            |                                |
| 2009 Cairns Communiqué      | F(15;16;17;18;19) RE (35;36;37;38)                   | PBRP (60)         | MS (3)                           |                 |             |   | 4;5   |            | PO (69)                        |
| 2009 Pacific Plan           | F (Vava'u Declaration + food security summit) E; DSM | T                 |                                  |                 | DRM + CCA   | MPAs YO Biodiversity CTI                    | Annex A-Call to Action on CC UNGA Res 63/281 Science and IPCC |            | Annex B – Cairns Compact       |

Key: F=fisheries; M= minerals; E=energy; T=tourism; MBD= maritime boundaries delimitation; SRW= shipment of radioactive waste; DRR= disaster risk reduction; CCA- climate change; adaptation and CC= climate change; PIFACC= Pacific Islands Framework for Action on Climate Change and CT= carbon trading (and ocean as a carbon sink); SLCMP=sea-level climate monitoring project; FFA=Forum Fisheries Agency and PIROP = Pacific Islands Regional Ocean Policy; PRIF=Pacific Regional Infrastructural Facility; MS= maritime safety; PBRP= Pacific Patrol Boat Replacement Programme; Forum Principles on Regional Transport Services (FPRTS); DSBT = deep-sea bottom trawling; SCT = submarine cable technology; UNGA Res63/281 = Climate Change and its Possible Security Implications; DSM = deep-sea minerals



## POLICY IMPLICATIONS OF THE PACIFIC PLAN FOR THE PACIFIC OCEANSCAPE

- The Plan is a "living document" and in that sense one of the only regional high level policy instruments that is updated on a yearly basis. The Plan has a functional monitoring and review mechanism in place.
- The Plan process includes the major regional intergovernmental agencies and these must implement agreements.
- The concept of regionalism in terms of greater cooperation and integration embodied within the Plan will need to be considered if the Pacific Oceanscape is to be aligned with regional policy.
- The Plan includes guidance on fisheries, conservation, resource governance, climate change, waste and information.
- The Plan contemplates mainstreaming of climate change and conservation into national development processes but, importantly, recommends a "whole of government" approach involving National Development Strategies or similar rather than the production of new policies.

### 3.2 The Pacific Islands Regional Ocean Policy (PIROP)

The PIROP and PIROP-ISA were approved by Leaders in 2002 and 2005 and are mentioned in both the Pacific Plan and Madang Communiqué of 2005 and their vision for a *Healthy Ocean that Sustains the Livelihoods and Aspirations of the Pacific Islands Communities* resonates with the Vision of the Pacific Plan (refer section 3.1). The Policy views the ocean in a broad sense and defines it *to include the waters of the ocean, the living and non-living elements within, the seabed beneath and the ocean-atmosphere and ocean-island interfaces* and recognises the following realities:

- The ocean is a transboundary and dynamic resource
- Threats to the ocean's long term integrity are increasing in number and severity
- Sustainable economic and social development in the region is dependent on the wise use of the ocean and its resources.

It reaffirms commitments to sustainable ocean development as expressed in the ocean and coast components of Agenda 21<sup>14</sup> agreed in Rio de Janeiro, Brazil, 1992 and the Global Action Plan for Small Island Developing States agreed in Barbados, 1994. It is also consistent with the outcomes of the World Summit on Sustainable Development in the form of the Johannesburg Plan of Implementation<sup>10</sup> in 2002 those of the Mauritius Strategy for Further Implementation of the Barbados Programme of Action for Sustainable Development of Small Island Developing States<sup>11</sup> in 2005. The region's commitments to the United Nations Millennium Development Goals are also referred to and highlighted in the PIROP as being vital for sustainable ocean management, contributing to poverty reduction and the improvement in health and the livelihoods of all people, which are sentiments echoed in the PIROP's Vision.

PIROP'S goal to ensure the sustainable use of the Pacific Ocean and its resources by Pacific peoples and external partners is central to the four guiding, thematic principles which call for:

- Improving our understanding of the oceans.
- Sustainably developing and managing the use of ocean resources.

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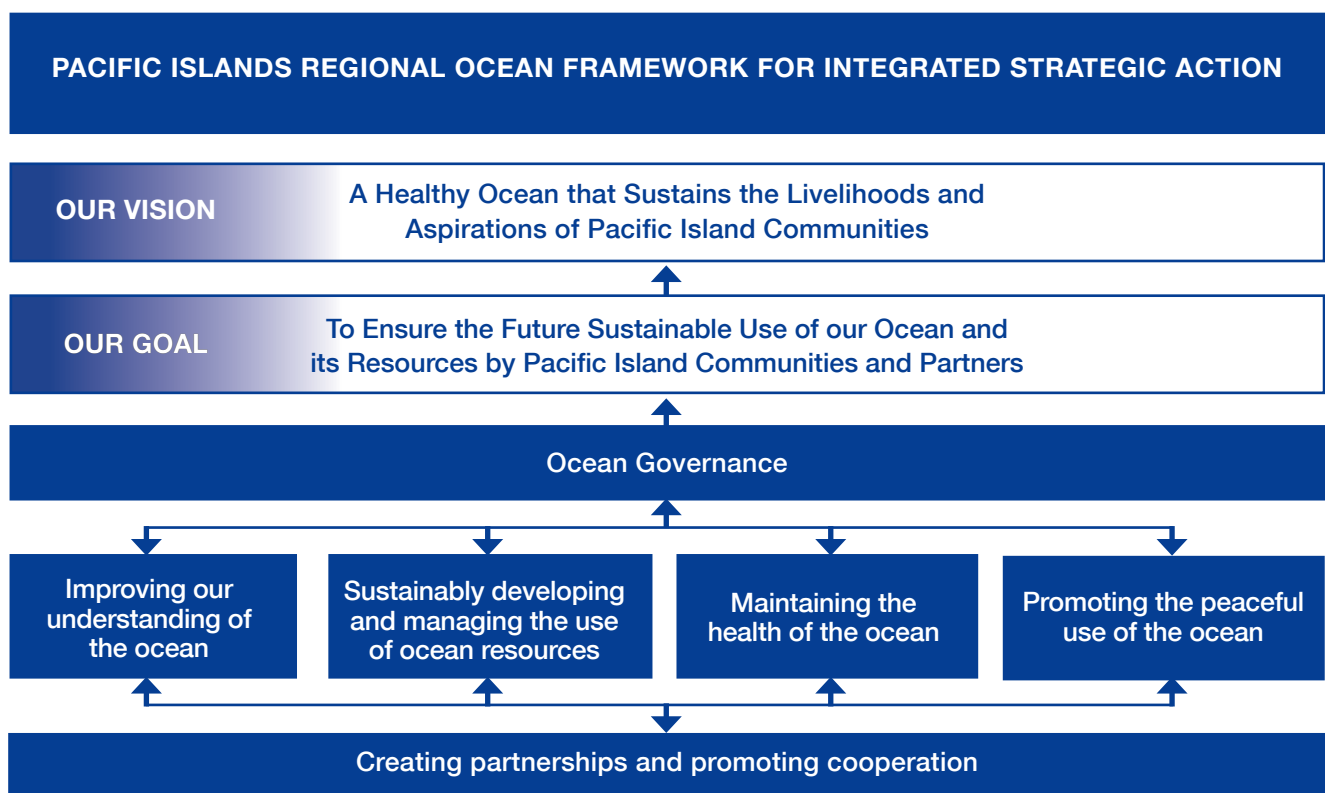
14 Agenda 21 refer <http://www.cuttingthroughthematrix.com/articles/Agenda21.pdf>

- Maintaining the health of the ocean.
- Promoting the peaceful use of the ocean.
- In addition there are two cross-cutting principles that bind the four thematic principles, of:
  - Improving ocean governance.
  - Creating partnerships and promoting cooperation.

Each of the six guiding principles under the PIROP provide the thematic directions and objectives for the PIROF-ISA (Figure 2). It was the result of a comprehensive consultative process that culminated in a Pacific Islands Regional Ocean Forum (PIROF)<sup>15</sup>, convened in February 2004, with representation and participation of Pacific member countries and territories, development partners, non-State actors, the private sector and civil society.

The PIROF Communiqué recognised that the PIROF-ISA would need to be dynamic and would need the continued development of partnerships with all relevant stakeholders at international, regional, national and community levels if it were to ensure the future sustainable management and conservation of ocean resources in the Pacific Islands region. Mention is also made of the important role of communities and customary resource owners in the development and the application of local management arrangements for local resources as well as the importance of considering all components of ecosystems in the further development of the ISA, and in so doing paying particular attention to the impacts of land-based activities on these ecosystems.

**Figure 2: Structure of the Pacific Islands Ocean Framework for Integrated Strategic Action (PIROF-ISA).**



<sup>15</sup> The Pacific Islands Regional Ocean Forum (PIROF) was held from 2 to 6 February 2004 at the University of the South Pacific, Suva, Fiji. It was attended by more than 200 participants including representatives from 18 Pacific Island countries and territories, and, local, national, regional and international organisations.

The PIROF – ISA includes the following provisions for implementation:

- A regional consensus on priorities for actions to ensure improved ocean governance and sustainable use of the ocean and its resources.
- A framework for regional coordination of action
- A framework for regional and international institutions to use in integrating their work.
- Guidance to development partners on regional priority areas requiring their support.

It further acknowledges that wherever possible initiatives should be pursued through existing structures at all levels, and that these structures must seek to develop and enhance cooperative and integrated approaches.

Given that five years have lapsed since the adoption of the PIROP and PIROF-ISA within the Leaders Madang Communiqué and their Pacific Plan, the call by Leaders in Cairns to develop a Framework for Pacific Oceanscape drawing on the overarching regional policy instruments for the Ocean (PIROP) and for regional cooperation and integration (the Pacific Plan) offers a timely opportunity to take stock of what has been achieved and to identify those areas that may require special attention or adaptation for improved implementation of the PIROF-ISA based on risk and prioritisation of issues (refer section 5.0). This in turn will inform and ensure a pragmatic and focused response to Leaders within a crowded policy space.

Additional challenges and issues under thematic areas of focus such as food security, energy security, and climate change adaptation have emerged and have fast become critical regional priorities for the Pacific Plan. The implications for and the role of the ocean environment and its resources in respect of these areas of thematic focus will need to be important considerations as PIROP evolves and its implementation is progressed through emerging opportunities such as the initiative to develop a Framework for a Pacific Oceanscape.

#### POLICY IMPLICATIONS OF PACIFIC ISLANDS REGIONAL OCEAN POLICY FOR A PACIFIC OCEANSCAPE

- The PIROP is the most comprehensive Ocean policy guidance covering the full range of concerns expressed in the Pacific Oceanscape.
- PIROF-ISA is due for review in 2010 and will need to strengthen coverage of aspects such as climate change, conservation as it pertains to Protected Areas and fisheries which have received increasing emphasis through the Pacific Plan and Leaders Communiqués.
- PIROP does not define an adequate coordination mechanism or resourcing system.
- The PIROP review process and improvement of coordination is an opportunity for constructive engagement and incorporation of emerging issues.



## 3.3 Synergies with PIROP

### 3.3.1 Relevant international and regional instruments and arrangements

There are numerous international and regional multi-lateral environmental agreements (MEAs) that are relevant when addressing the region's aspirations under PIROP for a healthy ocean that sustains the livelihoods and aspirations of its peoples. Many of these are captured in the SPREP database<sup>16</sup> for international and regional legal and policy. Those international and regional agreements and conventions that are relevant for the PIROP and for a Framework for a Pacific Oceanscape include:

[United Nations Convention on the Law of the Sea \(UNCLOS\)](#) 16 November 1994

[http://www.un.org/Depts/los/convention\\_agreements/texts/unclos/unclose.pdf](http://www.un.org/Depts/los/convention_agreements/texts/unclos/unclose.pdf)

[United Nations Fish Stocks Agreement \(UNFSA\)](#) 11 December 2001

<http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N95/274/67/PDF/N9527467.pdf?OpenElement>

[Convention on Biological Diversity \(CBD\)](#) 29 December 1993

<http://www.cbd.int/convention/convention.shtml>

The CBD requires States Parties to develop National Biodiversity Strategy Action Plans (NBSAPs) to implement and/or meet some of its key provisions and obligations.

[Cartagena Protocol](#) 11 September 2003

<http://www.cbd.int/biosafety/protocol.shtml>

[Convention on International Trade in Endangered Species of Wild Fauna and Flora \(CITES\)](#) 1 July 1975

<http://www.cites.org/eng/disc/text.shtml>

[Convention on Wetlands \(Ramsar\)](#) 1975

<http://www.ramsar.org/cda/en/ramsar-documents-texts-convention-on/main/ramsar/>

[World Heritage Convention](#) 1972

<http://whc.unesco.org/en/conventiontext>

[Convention for the Regulation of Whaling](#) 1946

[http://www.iwcoffice.org/\\_documents/commission/convention.pdf](http://www.iwcoffice.org/_documents/commission/convention.pdf)

[United Nations Framework Convention on Climate Change \(UNFCCC\)](#) 21 March 1994

[http://unfccc.int/essential\\_background/convention](http://unfccc.int/essential_background/convention)

The UNFCCC requires States Parties to develop National Action Plans for Adaptation (NAPAs) to implement and or meet some of its key provisions and obligations.

[London Convention](#) 1972

<http://www.imo.org/>

[London Protocol](#) 1996

<http://www.imo.org/>

[MarPol](#) 1983

<http://www.imo.org/>

[Basel Convention](#) 1992

<http://www.basel.int/text/documents.html>

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16 SPREP MEA Database refer <http://www.sprep.org/legal/international.htm>

#### [Apia Convention 26 June 1990](#)

<http://www.sprep.org/Factsheets/pdfs/Archive/>

#### [Noumea Convention 1990](#)

<http://www.sprep.org/legal/documents/NoumeaConvProtocols.doc>

#### [Waigani Convention 1995](#)

<http://www.sprep.org/factsheets/pdfs/waiganiconv>

#### [Convention for the Conservation and Management of Highly Migratory Fish Stocks in the Pacific \(WCPFC\) 19 June 2004](#)

<http://www.wcpfc.int/doc/wcpfc6-200907/status-convention>

In addition, various international agreements that range across the entire sustainable development spectrum, such as *Agenda 21*, the *Johannesburg Programme of Implementation* and *Mauritius Strategy for the Further Implementation of the Programme of Action for the Sustainable Development of SIDS* include relevant provisions and commitments for PIROP and are also important considerations for development of a Pacific Oceanscape. The status of signatories, accessions and ratifications for the conventions, as well as brief descriptions for these and various other agreements are provided in Annex 2.

Outside of the mentioned regional agreements and conventions the following regional policy and strategy instruments should have bearing on the scope and nature of regional ocean policy implementation and development of supporting initiatives such as a Framework for a Pacific Oceanscape, given its purpose and reach:

#### [Action Strategy for Nature Conservation](#)

<http://www.pbif.org/RT/actionstrategy.pdf>

Review [www.crisponline.net/.../Annotated-Bibliography-Socio-economic-ecological-Impacts-MPAs.pdf](http://www.crisponline.net/.../Annotated-Bibliography-Socio-economic-ecological-Impacts-MPAs.pdf)

#### [Parties to the Nauru Agreement](#)

[http://www.ffa.int/nauru\\_agreement](http://www.ffa.int/nauru_agreement)

#### [TeVaka Moana Arrangement](#)

[http://www.pimrisportal.org/index.php?option=com\\_content&view=article&id=145:te-vaka&catid=65](http://www.pimrisportal.org/index.php?option=com_content&view=article&id=145:te-vaka&catid=65)

#### [Framework for Action 2005-2015 : Building the Resilience of Nations and Communities to Disasters; An Investment for Sustainable Development in the Pacific Island Countries; Disaster Risk Reduction and Disaster Management \(FfDRM\)](#)

<http://www.unisdr.org/.../regional/pacific/pacific-framework-action2005-2015.doc>

#### [Pacific Islands Framework for Action to Climate Change \(PIFACC\)](#)

[http://www.sprep.org/climate\\_change/pycc/documents/PIFACC.pdf](http://www.sprep.org/climate_change/pycc/documents/PIFACC.pdf)

#### [Pacific Regional Action Plan for Sustainable Water Management \(PacificRAP\)](#)

<http://www.sopac.org/index.php/virtual-library> (report ID MR0547)

#### [Forum Fisheries Agency Monitoring, Control Surveillance Strategy](#)

<http://www.ffa.int/search/node/MCS%20Strategy>

#### [Forum Fisheries Agency Regional Tuna Management and Development Strategy](#)

<http://www.ffa.int/node/302>

### Forum Fisheries Agency Ecosystem Approach to Fisheries Management Framework

[http://www.spc.int/DigitalLibrary/Doc/FAME/Meetings/WCPFC/SC3/EB\\_IP11.pdf](http://www.spc.int/DigitalLibrary/Doc/FAME/Meetings/WCPFC/SC3/EB_IP11.pdf)

### Aquaculture Action Plan 2007

[http://www.spc.int/aquaculture/index.php?option=com\\_docman&task=cat\\_view&gid=61&Itemid=3](http://www.spc.int/aquaculture/index.php?option=com_docman&task=cat_view&gid=61&Itemid=3)

### Pacific Islands Regional Coastal Fisheries Management Policy and Strategic Actions 2008-2013 (Apia Policy)

[http://www2008.spc.int/DigitalLibrary/Doc/FAME/Reports/Anon\\_2008\\_ApiaPolicy.pdf](http://www2008.spc.int/DigitalLibrary/Doc/FAME/Reports/Anon_2008_ApiaPolicy.pdf)

A brief description for each of these instruments (refer Annex 2) as well as summary outlines of issues, problems and possible solutions identified in any recent regional reviews or assessments that specifically reference these policy instruments (refer Annex 3) are included in this report. These findings have been important considerations for shaping and guiding the development of a Framework for a Pacific Oceanscape.

#### POLICY IMPLICATIONS OF OTHER INTERNATIONAL INSTRUMENTS FOR THE PACIFIC OCEANSCAPE

- The burgeoning plethora of MEA and other high-level policy commitments to conservation seem to promote further lower level policy documents but do not provide clear tools for implementation.
- The realities of institutional arrangements and resources in Pacific Island States are unlikely to be adequate for implementation of MEAs as generally envisaged.

#### POLICY IMPLICATIONS OF OTHER REGIONAL INSTRUMENTS FOR THE PACIFIC OCEANSCAPE

- The Pacific Plan and PIROP provide the most comprehensive policy guidance with other regional policy instruments offering direction in specific aspects of marine conservation and management.
- The emerging sub-regional arrangements show great promise for addressing issues specific to specific groups of countries or geographic areas in this socially and geographically heterogeneous region.

### 3.3.2 Relevant national and non-governmental initiatives

Other notable national and non-governmental initiatives that are either under implementation or show imminent promise of being supportive of implementing PIROP include:

- The **Global Island Partnership (GLISPA)**, which assists islands to conserve and sustainably utilize invaluable island natural resources that support people, cultures, and livelihoods in their island homes around the world. It brings together all island nations and nations with islands to: mobilize leadership; increase resources; and, share skills, knowledge, technologies and innovations in a cost-effective and sustainable way that will catalyze action for conservation and sustainable livelihoods on islands. Refer <http://www.cbd.int/island/glispa.shtml>
- The **Micronesian Challenge** launched in 2006 is a commitment by the Commonwealth of the Northern Mariana Islands, Federated States of Micronesia, Guam, Marshall Islands and Palau to conserve at least 30% of their nearshore marine resources and 20% of their terrestrial island resources across Micronesia by 2020. Refer <http://micronesiachallenge.org/>

- The **Coral Triangle Initiative (CTI)** agreed to in 2007, by the six governments of Timor Lesté, Indonesia, Malaysia, Philippines, Papua New Guinea and the Solomon Islands and supported and carried forward by private sector, international agency and civil society (NGO) partners, seeks to contribute to safeguarding the region's marine and coastal biological resources for the sustainable growth and prosperity of current and future generations in the coral triangle area. Refer <http://www.cti-secretariat.net/about-cti/>
- The **Pacific Ocean 2020 Challenge** is an emerging initiative by IUCN, which seeks partnerships between Pacific Island Countries, Pacific Rim Countries and development partners, to focus global attention and generate the necessary commitments to address the threats to the Pacific Ocean and ensure its sustainability in the medium and long term. Refer [http://www.iucn.org/about/union/secretariat/offices/oceania/oro\\_programmes/oro\\_initiatives\\_pac2020/](http://www.iucn.org/about/union/secretariat/offices/oceania/oro_programmes/oro_initiatives_pac2020/)
- Various countries such as the American Samoa, Fiji, Federated States of Micronesia, French Polynesia, Kiribati, New Caledonia, Palau and Samoa have made various commitments in respect of marine biodiversity conservation which could go some way to meeting their obligations under the CBD. In addition the potential for a significant Marine Protected Area to be established by the Cook Islands shows continuing positive action at the national level.
  - **Kiribati** – the Phoenix Islands Protected Area (PIPA), declared in 2006, is an initiative of the Government of Kiribati. It is the largest marine protected area in the Pacific Ocean and the largest marine conservation effort of its kind by a developing nation covering 408 250 km<sup>2</sup> (157 626 miles<sup>2</sup>). An endowment fund has been established to ensure sustainability of costs relating to its management and enforcement. Refer <http://www.phoenixislands.org/>
  - **Fiji** – committed in 2005 at the 10 Year Review meeting of the Barbados Programme of Action for Small Island developing State in Mauritius to “by 2020, at least 30% of Fiji’s inshore & offshore marine areas (l qoliqoli’s) will have come under a comprehensive, ecologically, representative networks of MPAs, which are effectively managed and financed”<sup>17</sup>
  - **French Polynesia and Samoa** have made 15% commitments in their National Biodiversity Strategies and Action Plans<sup>18</sup>
  - **Hawaii and US Territories** – three marine national monuments in the Pacific Ocean totalling an area of 868 000km<sup>2</sup> were designated by President Bush between 2006 and 2009. These include the Northwestern Hawaiian Islands Marine National Monument established in 2006 and, the Mariana Trench Marine National Monument and Pacific Remote Islands Marine National Monument (comprising Wake, Baker, Howland, and Jarvis Islands, Johnston Atoll, Kingman Reef, and Palmyra Atoll) being part of a separate announcement in 2009. Refer- [http://www.solutions-site.org/artman/publish/article\\_425.shtml](http://www.solutions-site.org/artman/publish/article_425.shtml).
  - **American Samoa** has committed to developing a network of no-take MPAs with a target of 20% of the territory’s coral reef ecosystems by 2010.

The success of these (as well as emerging initiatives, yet to be announced) should be measured by how well they integrate into regional and national development policy and strategy and support

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17 Speech by the Minister of Foreign Affairs & External Trade and Head of Delegation to the Review of the BPOA + 10, the Honorable Minister Kaliopate Tavola

18 Benzaken et al. 2007



Pacific Island Countries to meet the development objectives that countries have determined and outlined. This will most certainly require both financial and technical augmentation of national budgets and capacity and exploration of other financing options such as sovereign wealth funds or specific purpose trust funds.

#### POLICY IMPLICATIONS OF NATIONAL AND NGO INITIATIVES FOR THE PACIFIC OCEANSCAPE

- National initiatives and commitments have emerged as an effective tool for raising awareness and increasing the pace of implementation.
- The support and catalytic role of NGOs has been notable in all the national and multi-national initiatives.
- Not all such initiatives demonstrate strong or appropriate links to national policy and strategy development
- Not all National initiatives have clear financial or technical support mechanisms or envisage processes appropriate to the context of Pacific Islands States
- New initiatives should seek not only national policy matches but regional policy relevance to reduce the diversity of tasks that regional institutions have to support

## INSTITUTIONAL FRAMEWORK FOR PACIFIC ISLANDS REGIONAL OCEAN POLICY IMPLEMENTATION

In their individual and collective efforts toward ocean governance and the sustainable management and use of their Ocean and its resources, Pacific Island countries and territories augment their national capacities with technical and policy advice and support from a range of international and regional intergovernmental and non-governmental organisations. The numbers of development partners in the marine sector is significant and their assistance and support spans the spectrum of sectors, thematic areas and issues.

At the international level a multitude of UN agencies and non-government organizations with marine interests and mandates provide technical and policy assistance to Pacific Island countries and territories through regional and national level entry points. A number of high-level processes such as the United Nations General Assembly (UNGA) and the United Nations Informal Consultative Process on Ocean and Law of the Sea (UNICPOLOS) and more specific commitments toward international conventions such as UNCLOS and the CBD set out the higher order institutional framework for ocean governance.

At the regional level, implementation of the Pacific Plan is the responsibility of the Pacific Islands Forum Secretariat, which identifies implementation of the PIROP as a key priority. Political oversight and guidance to the Secretariat is provided, during the year, by a Pacific Plan Action Committee (PPAC), chaired by the Forum Chair and comprising representatives of all Pacific Island Forum Countries and Pacific territories. The Forum Chair (as Chair of the PPAC), reports to Leaders on the implementation of the Plan on a six-monthly basis, focusing on the benefits and outcomes for Pacific countries. A small implementation unit (the Pacific Plan Office), reporting directly to the Deputy Secretary General, has been established in the Secretariat to support the PPAC and coordinate implementation and reporting on the Plan.

The facilitation role to coordinate implementation of the PIROP and PIROF-ISA has essentially fallen upon the CROP MSWG which outside of its mandated responsibilities under the CROP Charter<sup>19</sup> and its obligations to report annually to CROP governing councils and national focal points under the PIROF-ISA, was never formally tasked to assume this role. Such a role would require dedicated resources to be effective. Given the complexity of the “marine sector” (which comprises a number of significant

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19 The CROP Charter (2004) outlines the mandate for CROP working groups as: Where CROP sees the need, it will establish specific working groups with clear terms of reference to address important emerging or on-going priority issues of a cross cutting nature. The outputs from these working groups will inter alia lead to clearer understanding of the issues, or become the basis for regional policy or strategy that will benefit member countries and territories of CROP organisations. Participants in the working groups will comprise representatives of relevant CROP organisations, and, where appropriate, non-CROP organisations such as international IGOs, multilateral implementing organisations, and non-state actors. CROP working groups will be time-bound and output oriented. When outputs are achieved the working groups will be dissolved. The lead CROP organisation for the working group will provide the chair.

development sectors in their own right such as fisheries, tourism and maritime transport and thematic areas such as biodiversity conservation and coastal management) it is perhaps understandable that no decision has ever been taken by Pacific Island Countries and Territories to task one of their regional intergovernmental organisations to assume overall responsibilities to facilitate and coordinate regional ocean policy implementation.

Such a decision would complement the mandates of agencies such as the Forum Fisheries Agency for fisheries, SPC for fisheries and maritime transport, SPREP for coastal zone management, waste and pollution, SOPAC for maritime boundaries delimitation and marine minerals, and USP for capacity building in marine policy, law and science. It would allow the opportunity for the establishment of a regional mechanism and forum dedicated to: improving ocean governance; providing the much needed space for ocean leadership and learning; and, strengthening coordination and partnerships across the broad spectrum of ocean related themes, sectors and issues. It would also enable policy cooperation with other areas of regional environmental governance such as climate change, disaster risk management and energy.

A Regional Institutional Framework initiative of the Pacific Plan is currently underway seeking to rationalise the current regional institutional architecture in an effort to improve delivery and the cost effectiveness of technical services to member countries and territories. Improvements to facilitation and coordination arrangements for implementing regional ocean policy should be based on the institutional framework that is being proposed. This would also resonate with the PIROF-ISA that acknowledges that wherever possible, initiatives should be pursued through existing structures at all levels, and that these structures must seek to develop and enhance cooperative and integrated approaches.

At the national level little progress has been made in respect of embracing an integrated approach to ocean governance, with no Pacific Island country considering development of a national ocean policy and no national institutions or agencies dedicated to coordinating ocean affairs. In saying this there are marine affairs coordinating committees in some of the larger countries such as PNG and Fiji that are active and meet on a regular basis to discuss specific issues and challenges in respect of ocean governance and management. In light of the proliferation of sector and issue-based policies and related strategic action plans that already exist, the limited human and financial resources that are available to implement these and the aspirations for each of these to be “mainstreamed” into the national development planning process it may be prudent to design a mechanism that looks to “mainstreaming” ocean issues into overarching national policy and planning instruments from the outset.

#### INSTITUTIONAL IMPLICATIONS FOR A PACIFIC OCEANSCAPE

- The mechanism for coordination of the PIROP needs improvement and strengthening given the current arrangement of no accountability for a consolidated annual progress reporting, the emergence of the Pacific Plan and the rationalisation of the regional institutional framework which strives for cost effective, improved services to Pacific countries and territories
- An appropriate mechanism should be established, with a broad membership, increased accountability and adequate resources to ensure a heightened awareness and advocacy of ocean issues and priorities and better coordination to improve resource mobilisation efforts for more effective implementation

# A SYNTHESIS OF REVIEWS OF SUSTAINABLE DEVELOPMENT AND OCEAN-RELATED THEMES

## 5.1 Relevant themes and sectors to be examined

The following themes frequently recur in the literature as the priority areas relevant to good ocean governance and the sustainable management and use of marine resources and of the marine environment:

- Global and regional environmental conventions and agreements (MEAs)
- Maritime boundaries
- Marine biodiversity and conservation
- Living resources (inshore and oceanic fisheries and genetic material)
- monitoring, control and surveillance
- Non-living resources (oil, gas and minerals)
- Energy resources (gas hydrates, wave and ocean thermal)
- Water resources management
- Tourism
- Pollution and waste management
- Coastal systems
- Security (defence, surveillance, monitoring and enforcement)
- Maritime Transport
- Trade (globalization and trade liberalization)
- Natural and Environmental Disasters
- Traditional knowledge and intellectual property
- Governance and management
- Knowledge management and exchange
- Capacity building (training, education and awareness)
- Science and Technology
- Climate change and sea-level rise
- Financial resources – mechanisms



These are reflected as key themes in various regional review documents for the development of regional ocean policy (Tuqiri (2001), SPC (2005) as well as international and regional framework instruments for sustainable development such as the Johannesburg Plan of Implementation for the World Summit on Sustainable Development (Cincin-Sain et al. 2002), the Mauritius Strategy for Further Implementation of the Barbados Programme of Action for Sustainable Development of SIDS (UNESCAP, 2010); and the Pacific Plan (Baaro, 2009).

As the Framework for a Pacific Oceanscape seeks to concentrate on *ocean and island conservation and management* (refer Annex 1) this assessment seeks to review those themes and sectors that appear to be most relevant to this central theme.

## 5.2 A Synthesis of Reviews to Determine the Baseline

The absence of consolidated annual reports on progress of the PIROP under the six thematic areas of the PIROF-ISA necessitates the referencing of a number of status reports and review documents to provide information needed to determine a baseline for designing a Framework for a Pacific Oceanscape. However, a brief report card outlining progress against key action points of the PIROF-ISA Communiqué and highlighting areas that will need to be improved or strengthened for future implementation has been completed (refer Table 2).

The *Pacific State of the Environment* report by McIntyre (2005), a review of environmental issues in the Pacific (Chape, 2006) and a synthesis report on key threats faced by the Pacific Ocean (Centre for Ocean Solutions, 2009), which identified pollution, habitat destruction, overfishing and exploitation, climate change, invasive species as the five most critical threats to the Pacific Ocean's sustainability and health, provide assessments that span a number of thematic areas and sectors; with reports by Gillett & Cartwright (2010) who address the future of Pacific Islands

### The Pacific Islands Regional Ocean Forum Communiqué on PIROF-ISA

The Pacific Islands regional Ocean Forum was convened in Suva Fiji from 2 to 6 February 2004. It was attended by more than 200 representatives from governments and administrations of Pacific Island Countries and Territories, international and regional inter-governmental organisations, international and regional non-government organisations, academic institutions, donor agencies, the private sector and civil society.

Table 2: A report card on progress made against key action points of the PIROF-ISA Communiqué. The PIROF-ISA provides the framework for integrated strategic action for implementation of PIROP.

| Immediate Milestones  | What has happened?   | What actions remain?<br>Gaps and priorities  |
|---|--|--|
| Finalise PIROF-ISA  | Finalised in 2004 by CROP Heads  | Mid-term Review of PIROP<br><i>Review called for by PIFL</i>   |
| Adoption by Pacific member States   | Tabled<br><input type="checkbox"/> Forum Officials Committee 2005<br><input type="checkbox"/> Pacific Islands Forum 2005<br>Included<br><input type="checkbox"/> Madang Communiqué<br><input type="checkbox"/> Pacific Plan  |  |
| Advocacy at the International Level   | Tabled BPOA+10<br>UNICPOLOS V  |  |
| Monitoring and Evaluation<br><i>Annual standing agenda item for meetings of Councils of CROP agencies</i> | Thematic and issue-based briefings and reports:<br><input type="checkbox"/> CROP Heads<br><input type="checkbox"/> Councils (FFA, SOPAC, SPC, SPREP, USP)<br><input type="checkbox"/> PPAC and PIFL<br><input type="checkbox"/> Key performance indicators included in strategic plans of agencies | <input type="checkbox"/> An integrated reporting framework for PIROP and PIROF-ISA needs to be established and monitored.<br><input type="checkbox"/> More robust regional coordination mechanism is required. |

The Pacific *State of the Environment* report by McIntyre (2005) and synthesis reports on environmental issues (Chape, 2006) and key threats faced by the Pacific Ocean by the Centre for Ocean Solutions (2009), which identified pollution, habitat destruction, overfishing and exploitation, climate change, invasive species as the five most critical threats to the Pacific Ocean’s sustainability and health, provide assessments that span a number of thematic areas and sectors; with reports by Gillett & Cartwright (2010) who address the future of Pacific Islands fisheries and provide a roadmap of key strategies and actions that will be required to secure the long-term future of Pacific Islands Fisheries, Gillett (2009), which looks at fisheries in the economies of Pacific Island countries and territories and Bell et al. (2009) who explore the potential impacts of climate change and using fish for food security, providing fisheries sector specific perspectives. Reports that are thematic in focus such as the comprehensive review of the Action Strategy for Nature Conservation by Tortell (2007), a report by Preston (2009) that reviews the status of ecosystem based approaches to coastal fisheries and aquaculture in Pacific Island countries and territories and explores principles and approaches for strategic implementation, with Benzaken et al., (2007) providing a preliminary assessment and future directions for the development and implementation of marine protected areas/marine managed areas in the Pacific Islands Region and Govan (2009) a detailed report on the status and potential of locally marine managed areas to meeting both nature conservation and livelihood targets by up-scaling implementation. All, are recent works that provide useful perspectives and suggestions for the sustainable management and conservation of our ocean and its resources. CROP agencies papers to their respective governing

councils (such as on issues of maritime boundaries delimitation and extended continental shelf; and, the emerging opportunities of deep-sea mineral exploration and mining, in the case of SOPAC) and Heads of Fisheries meetings held biennially by SPC's Marine Division highlight emerging issues and opportunities to their member countries and territories.

All of these independent reports, reviews and assessments and CROP agencies annual reports and, technical and policy papers describe to varying degrees the status of particular sectors or progress that has been made against thematic areas; they identify and discuss priority issues and problems that are being faced; and, offer up possible solutions and recommendations that could lead to improvements.

## Key findings – challenges and issues

At the broadest scale, two regional reviews of the Mauritius Strategy for the Further Implementation of the BPoA for the sustainable development of Small Island Developing States (MSI) (UNESCAP, 2010) and the Pacific Plan (Baaro, 2009) provide an international and regional context, offer guidance on focusing priorities and provide recommended directions toward the design of an appropriate and supportive Pacific Oceanscape..

The Pacific's MSI+5 Review records a positive response to the call for action made in Mauritius in 2005, with chapters 4 to 6 of the report reviewing progress made against the thematic areas, cross-cutting issues and elements of implementation, chapter 7 providing a summary of progress with respect to the Millennium Development Goals and chapter 9 addressing the challenges, needs and priorities across the sustainable development agenda and suggesting a "way forward for the region" which draws from recommendations of various more detailed thematic and sector specific reports and review documents used for its compilation.

Of particular relevance and interest are the suggestions made for the strengthening of national enabling environments, with success being described to be visible: long term national strategic vision, linked to medium term goals/targets, and short term actions; operating linkages of coordination "horizontally" across sectors; operating linkages "vertically" of local to national and to international policy and governance efforts, and that these linkages are supportive; and visible operating national and regional policies developed that address science and technology and the protection of natural resources as tools to support sustainable development and build resilience to the impacts of climate change; as well as, streamlined, efficient and effective national effort to link NSDS, MDGs and other related global commitments; genuine partnerships operating between government, development partners, the private sector, the NGOs, and the community at large; and, sustainable financing including through an increased allocation of domestic resources for NSDS or the like, that contributes to social and economic development and environmental protection and adaptation activities.

On the issue of improving performance toward achieving the MDGs the review touches upon the long term policy challenges to support improvements in performance to include: Leadership and direction from the Pacific Leaders through the Pacific Plan and the new Cairns Compact for Strengthening Development Coordination; economic growth and development including "pro-poor" policies; and good governance and leadership including conflict resolution; as well as short to medium timeframe specific challenges (being in-country capacity building.; improving the data collection, processing, and monitoring; and, integration of the MDGs into national budget and development processes).

In so far as relevant thematic and sector-based commentary is concerned there is mention of the need for renewed efforts to implement the Pacific Island Forum Leaders 2008 Pacific Island Forum Leaders Niue Declaration on Climate Change, which specifies actions consistent with the Pacific Plan, the Pacific Islands Framework for Action on Climate Change 2006-2015, and other existing regional and international initiatives in particular the Kyoto Protocol; and the 2007 Vava u Declaration on Pacific Fisheries Resources “Our Fish Our Future”, which reaffirmed the importance of fisheries to the economies of all Pacific SIDS need to be noted. Other comments on challenges that could be of relevance include: seabed mining and the need to develop comprehensive legal and regulatory frameworks governing seabed mineral resources is required; tourism sector needs the many stakeholders with divergent interests to be brought together to reach a common understanding of the balance between present and future benefits, the negative impacts and how to minimise them, and the interrelationship between human activities and the natural environment. On biodiversity the report suggests that the biological diversity of an area can only be protected with the full engagement of key decision makers and use of decision making processes at higher levels that effectively consider and address the consequences of proposed actions on the living things that underpin the systems that are being exploited and lists the common challenges that have been identified in various NBSAPs (refer Tortell, 2007), which is discussed in more detail later in this section. For shipping it includes the effects of growing international piracy, seafarer employment, training requirements and international legal issues as being the challenges that need to be addressed.

The “living” Pacific Plan has, since its endorsement in 2005, identified various, additional emerging issues and priorities that require the region’s urgent attention. The mentioned themes and sectors with bearing on regional ocean policy and consideration in the design of a Framework for a Pacific Oceanscape include: fisheries; fisheries law enforcement; deep-sea minerals; maritime boundaries delimitation and extended continental shelf; waste management (emphasis being on solid, hazardous and maritime waste); trade and economic integration (transport, bulk procurement and tourism); statistics; Integrity and accountability of institutions; Leadership; strengthening national sustainable development strategies; climate change; addressing the ongoing challenges to food and energy security; innovative conservation financing mechanisms.

As well, the 2009 mid-term review of the Pacific Plan (Baaro, 2009) and its twenty-six recommendations touch upon issues of relevance for informing a robust, appropriate and supportive Framework for a Pacific Oceanscape. Included are the need to consciously connect national to regional priorities; revitalize the subject of establishing a ‘Pacific Fund’ for mobilizing resources necessary for the implementation of Pacific Plan priorities, in order that there are available funds to facilitate faster implementation of priorities endorsed by Forum Leaders; and, establish direct and clear linkages between National Development Plans and the Pacific Plan to address and ease the burden of reporting.

The need for regional and international organizations to collaborate, implement and deliver together by pooling resources and embracing joint approaches; align their assistance in relation to the implementation, review, monitoring and evaluation and reporting on the Pacific Plan, the Millennium Development Goals and the Mauritius Strategy; and, focus assistance to members in the development of participatory, whole of country National Sustainable Development Strategies and in the implementation of these national strategies, rather than focus on the implementation of regional and international plans.

For Pacific Island countries and their national efforts, the review offers that they should: consider



developing systems to enhance national preparedness for regional engagement that involves a whole of Government approach; encourage ongoing, short term capacity support programs for building effective representation and negotiations of young Pacific professionals that would sharpen their representational skills for regional and international level engagements; set-up short-term attachment programs, for young professionals, in their regional organisations to enhance their understanding of the regional and international processes to maximize benefits from these. In the case of Small Islands States (SISs) the review proposes that focus be given to assisting SISs to establish national value adding economic activities such as fisheries industries and that this be added as a “super-priority” under the Pacific Plan.

#### CHALLENGES TO ACHIEVING SUSTAINABLE DEVELOPMENT AND MEETING MDG COMMITMENTS

- The need for regional and international organizations to collaborate, implement and deliver together by pooling resources and embracing joint approaches; align their assistance in relation to the implementation, review, monitoring and evaluation and reporting on the Pacific Plan, the Millennium Development Goals and the Mauritius Strategy can not be overstated.
- Assistance needs to focus on the development of participatory, whole of country National Sustainable Development Strategies and their implementation rather than focusing on the implementation of regional and international plans. (Baaro, 2009).

For coverage of the region's progress against environmental challenges and issues McIntyre (2005) provides a detailed synthesis on the state of the (Pacific) environment, while Chape (2006) includes commentary on analyses from this report and various other papers reviewing Pacific environmental issues. Of relevance is Chape's question on whether the analytical, strategic and policy work undertaken since the early 1990's leading up to and after UNCED have made any difference to the state of the Pacific's environment. He finds that “*unfortunately, current evaluations of environmental conditions throughout the Region suggest not*”. In saying this he acknowledges that general awareness of environmental concerns has been raised as a result of national, regional and global agendas, and offers that much good work has been done at sector and project level. However, he laments that major environmental issues and problems have not been effectively dealt with and that in many cases their severity has increased, citing waste and pollution, loss of biodiversity and the depletion of marine resources as examples of this worrying trend.

Discussion concentrates on the following eight environmental challenges identified in ADB's Pacific Regional Environment Strategy 2004 – 2009 (ADB, 2004) as being of the highest priority: freshwater resources, degradation of land and forests, *urbanization, waste management and pollution, depletion of biological diversity, energy use, adaptation to the consequences of climate change, weaknesses in environmental management capacities and governance and, coastal and marine environments. These, sadly remain high priorities requiring our continued attention in 2010, and some of these were confirmed in the findings of a recent synthesis looking at key threats across the Pacific Ocean, compiled by the Centre for Ocean Solutions in 2009.*

## CHALLENGES TO MAINTAINING ECOSYSTEM HEALTH AND ENVIRONMENTAL SUSTAINABILITY

- Virtually all the issues raised threaten the viability of the region's biodiversity but especially climate change, the over-exploitation of marine resources, forest and watershed degradation and logging, which underscores the need for an integrated approach to managing all development sectors. (Chape, 2006).
- For sustainable development to be achieved, maintaining ecosystem health and sustainability should be as fundamental a goal as economic development. New, appropriate technologies, innovative market mechanisms and financial tools that promote sustainable best practices can empower communities, maintain the cultural diversity and richness and reduce the human footprint. (Ocean Solutions, 2009).

In order to determine a country's sovereignty over the ocean and its resources, the United Nations Convention on the Law of the Sea, 1982 (UNCLOS) establishes jurisdictional regimes<sup>20</sup> under which countries can claim and sustainably manage and use living and non-living ocean resources<sup>21</sup>. At a regional level SOPAC is mandated to provide technical assistance and support to countries for maritime boundary delimitation, as well as assist in the preparation of submissions for potential claims to an extended continental shelf. They provide on an annual basis a status report of progress made and any emerging issues on this matter to the SOPAC Governing Council. In 2007 through to 2010 maritime boundaries delimitation and extended continental shelf were highlighted by Leaders as a priority initiative requiring urgent attention (PPAC, 2007, 2008, 2009 and 2010).

The majority of maritime boundaries in the Pacific are yet to be negotiated and declared<sup>22</sup>, notwithstanding their importance for ocean management and security over interests such as fishing and fishery conservation, the exploration and mining of minerals, oil and gas resources, environmental and biological diversity protection, navigation, military uses and marine law enforcement (Woodruff, 2009). The implications of climate change and sea-level rise on highly vulnerable baselines<sup>23</sup> that delimit maritime zones is fast becoming an issue requiring the attention of Pacific Island countries and territories (Di Leva and Morita, 2009; and Caron, 2009). However, the immediate priority for Pacific States is to establish and declare their baselines and maritime zones.

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20 UNCLOS came into force in 1994. It recognises a 12-nautical mile limit for the territorial sea, archipelagic waters zone, where the requirements set out in the Convention are met, the 24 mile contiguous zone, the 200-nautical mile EEZ limit and for some coastal States an extended continental shelf beyond 200-nautical miles up to 350-nautical miles from the baselines. The majority of the world's potential maritime boundaries are yet to be settled.

21 Living resources include invaluable coastal and oceanic pelagic and demersal fisheries, as well as marine biodiversity which provide opportunities for bio-prospecting and research for new active compounds for medical and industrial use, with non-living resources including minerals, oil and gas.

22 Only four Pacific Island countries (Australia, Fiji, France (for its Pacific Overseas Territories) Nauru, New Zealand, Palau and Papua New Guinea) have either fully or partially deposited charts and geographic coordinates (see <http://www.un.org/Depts/los/LEGISLATIONANDTREATIES>) have met some of their deposit obligations for maritime boundaries under UNCLOS. Eight countries (Islands, Fiji, Federated States of Micronesia, Papua New Guinea, Solomon Islands, Palau, Tonga, and Vanuatu) have lodged their submissions under Article 76 of UNCLOS for extended continental shelf and will need to defend these before the United Nations Commission on the Limits of the Continental Shelf. To date twenty of forty-eight negotiations for overlapping boundaries have been concluded and negotiations over two disputed areas continue.

23 A baseline is the line from which the seaward limits of a State's territorial sea and certain other maritime zones of jurisdiction are measured. Normally, a sea baseline follows the low-water line (lowest astronomical tide) of a coastal State. When the coastline is deeply indented, has fringing islands or is highly unstable, straight baselines may be used (LOSC, 1982)

## CHALLENGES TO ESTABLISHING BASELINES AND MARITIME ZONES

- As member States to UNCLOS, Pacific Island Countries should in their national interest, deposit with the United Nations, base-point coordinates as well as charts and information delineating their maritime zones to establish their rights and responsibilities over large areas of ocean space.
- The implications from climate change and sea-level rise, on the highly vulnerable baselines that delimit the maritime zones of Pacific Island Countries, could be addressed through concerted regional unity and diplomatic efforts that advocates for the permanent establishment of declared baselines and maritime zones.

In respect of the myriad regional and international multi-lateral environmental agreements (MEAs) signed and ratified by Pacific Island countries (refer Annex 2), Chasek (2009) provides a recent and valuable record of the implementation challenges and issues faced by PICs in their efforts to meet the international and regional environmental commitments that they sign up to. It bundles the challenges and issues faced under four cross-cutting themes of: capacity building; coordination; information and data collection and sharing; and, prioritization and funding; which recur as issues and impediments to progressing other key ocean governance and, sector and resource management themes. It identifies that for:

- **capacity** the most abundant needs relate to skills, including international law, programme management, communication capacities, staff training and public and community education;
- **coordination** the need to avoid overlapping mandates and competition for funding at the regional, national and local levels; and, to encourage cooperation and stronger coordination both horizontally and vertically is required. The paper notes that MEAs have only recently come to terms with the need for better coordination between their secretariats, reporting requirements and other policies and recognises the need for coordination at the political and institutional levels as being essential for a holistic response to environmental issues;
- **information and data** the need for better data collection and information exchange (including scientific and technical information, economic data, and information from national and regional negotiations and meetings) within countries and across the region, as well as to utilize this information to build institutional memory and to use knowledge gained for strategic planning and priority setting is crucial; and,
- **funding** – the paper finds that there is a distinct lack of: effective funding mechanisms; specific funding to support implementation of regional agreements; recipient driven funding; and, coordination among donors and between donors and recipients which often leads to duplication in certain areas, absences in others and poorly integrated projects overall. Further, the emphasis on project rather than programme funding leads to too many short-term projects with little lasting gains.

## CHALLENGES FOR PACIFIC ISLAND COUNTRIES TO MEET THEIR (MANY) MEA OBLIGATIONS

- The most important lesson is that effective MEA implementation can only happen if there is greater cooperation and coordination among all of the major stakeholders (national governments, regional organizations, MEA secretariats, donors, NGOs and civil society) involved in both environment and development. (Chasek, 2009).

A number of these challenges for MEA implementation are also identified by Gillet and Cartwright (2009) as the major drivers of change in Pacific island fisheries, with challenges and threats being consolidated into the following broad areas:

- **offshore fisheries** – overfishing, ineffective management processes, national fisheries governance, development challenges (domestic tuna industry) and regional-level issues (management actions are tending to “lowest common denominator”);
- **coastal fisheries** – overfishing, population and urbanization, external challenges and threats outside the fisheries sector, ineffective management processes, fisheries governance, development challenges (inability for most coastal resources to support fisheries for domestic consumption and for export);
- **aquaculture** – development challenges (non-viability due to competition with efficient oversea producers), national fisheries governance issues (government support services for viable aquaculture industries often do not match the sector’s needs), environmental concerns (introduced species can potentially become invasive species);
- **freshwater fisheries** – environmental degradation (climate change and its effects on water supply), national fisheries governance (freshwater issues do not receive the attention they deserve), development challenges (balancing the benefits of introduced species with the negative impacts of potentially invasive species).

They offer three scenarios for 2035 – the best case which will secure the future, the worst case which will lead to collapse and the most likely scenario which is one of missed opportunities; as well as a practical roadmap comprising seven objectives (these include: Reform and build fisheries agencies for better services; Maximise long-term national benefits from offshore resources; Sustain coastal communities; Feed our growing populations; Support private sector “winners”; Support from the top; Measure the change), with each being accompanied by a strategy (providing long term strategic approaches over the period 2010 – 2035) with actions that seek to provide, the development and management of fisheries at national and regional levels.

#### MEETING THE CHALLENGES TO PACIFIC ISLAND FISHERIES (GILLET AND CARTWRIGHT 2009)

- To achieve a secure, long-term future for fisheries, in 2035, regional cooperation among Pacific island countries will be required for **offshore fisheries** for almost all positive outcomes for the effective control over and use of the resource, with a high degree of cooperation with, and support for, the private sector also needed.
- In the case of **coastal fisheries** there will be a need to concentrate on preserving the existing benefits and in particular the relationship of coastal fisheries to food security, rather than focusing on generating additional benefits. The need for fisheries agencies to work with and involve the private sector, communities and non-government organisations will also be needed if best case outcomes are to be achieved.
- For **aquaculture** a shift in the emphasis of government interventions will be required from ‘growing things’ to focusing more on promoting a favorable business and policy environment for aquaculture as well as considering issues and risks related to biosecurity and biodiversity.



- The current capability (which includes: current staffing, institutional arrangements, training of future fisheries managers, development models used, institutional orientation, responsiveness and accountability) of most fisheries agencies of Pacific Island countries falls short of being able to provide the levels of support and direction necessary to achieve a secure, long-term future for fisheries in 2035.
- The success of fisheries focused interventions are reliant upon progress being made in much broader-based national and regional policies that range across and impact all sectors.

On the matter of implementing the ecosystem approach to coastal fisheries and aquaculture in Pacific Island countries and territories a review of the current status and principles and approaches for strategic implementation prepared by Preston (2009) finds a “moderate pace” to progress with few countries enacting laws or declaring policies and developing strategic plans that commit them to implementing the ecosystem approach to fisheries (EAF). It cites insufficient political interest or will, lack of relevant technical knowledge, poor inter-agency collaboration and institutional inertia as some of the problems impeding progress.

However, despite these the review suggests that many countries are complying with EAF in a *de facto* manner through promotion of community-based management or co-management arrangements, establishment of marine protected areas and marine managed areas. It highlights that many of the factors that have a negative effect on marine ecosystems fall under the remit and control of government bodies other than fisheries agencies. Therefore cooperation through establishment of inter-agency committees or working groups may assist to overcome the institutional barriers and lead to stringer integrated coastal management (ICM) as well as implementing the EAF.

#### CHALLENGES TO IMPLEMENTING THE ECOSYSTEM APPROACH TO FISHERIES (EAF) (PRESTON, 2009)

- ICM and EAF are complementary and if implemented together would greatly assist in the move toward sustainable management and use of coastal ecosystems. Both approaches require the involvement of a wide range of stakeholders, often with conflicting mandates or interests, who will have to work together to agree on mutually acceptable goals and management approaches.
- Many EAF principles are in line with traditional and customary ways of doing things in the Pacific and permit Pacific Islands countries and territories to move towards sustainable fisheries management arrangements that contribute more effectively to the maintenance of livelihoods, lifestyles and ecosystem services than the more conventional fishery management systems have done.

On the subject of nature conservation, the 7<sup>th</sup> Pacific Islands Conference on Nature Conservation and Protected Areas held in 2002 resolved to increase effective conservation action in the Pacific islands by: Fostering greater coordination and collaboration among national, regional and international organizations; Identifying critical gaps in the Action Strategy and developing new conservation activities in the region; Communicating and linking with countries through NBSAPs or alternative processes to promote implementation and monitoring of the Action Strategy; Strengthening linkages with CROP agencies to promote multi-sectoral mainstreaming at the regional level; and, Strengthening linkages with regional and

national NGOs for more effective coordination. Subsequently, a comprehensive review of the Action Strategy for Nature Conservation in the Pacific Islands Region which was completed by Tortell (2007) was tabled at the 8<sup>th</sup> Pacific Islands Conference on Nature Conservation and Protected Areas.

The review assessed the progress made toward the eighteen *objectives of the Action Strategy* for the period 2003 to 2007 and went further to *propose refinements that would update and align the Action Strategy with other relevant regional policies and processes, as well as a possible monitoring plan that would assess and measure future progress. It found progress and performance across the Action Strategy to be mixed, with a higher proportion of the objectives showing only marginal to unsatisfactory progress with similar results for progress toward the three, thirty year environment, economic and social goals of the Action Strategy. Progress toward the economic and social goals were deemed to be only marginally satisfactory and unsatisfactory, respectively, with the report suggesting that the latter result is surprising given that in the Pacific context, nature conservation is inextricably linked with communities and society in general.* The challenge for the future will be to ensure that conscious efforts are made to include communities and societies in biodiversity conservation initiatives.

*It suggests that improvements to the Action Strategy for Nature Conservation could be realized by consolidating the eighteen objectives and 77 targets into eight themes (to include: traditional culture and practices and indigenous property rights; Community management of natural resources; Capacity building for resource management and good governance; Knowledge, research and information management; Education and public awareness; Conservation areas, habitats and ecosystems; Indigenous species, especially those at risk; and, Invasive species and genetically modified organisms), which align and link more closely to themes reflected in the National Biodiversity Strategic Action Plans (NBSAPs), the Island Biodiversity Programme of Work (PoW), the Millennium Development Goals (MDGs) and the Pacific Plan. This would make it possible for stakeholders implementing the Action Strategy to also satisfy objectives and obligations under other biodiversity conservation instruments and introduce a culture of cooperation and collaboration that is urgently needed if the various MEAs are to be implemented and commitments met.*

#### MEETING SOME OF THE CHALLENGES TO NATURE CONSERVATION IN THE PACIFIC ISLANDS

- A continuing challenge is posed by achieving relevance of nature conservation goals in the context of other pressing local, national and regional development priorities
- Closely aligning and linking the goals and objectives of regional conservation action strategies to legally binding policy and planning instruments for sustainable development may ensure that they are relevant and have a higher chance of implementation.

Benzaken et al., (2007) suggest that although some progress has been achieved across the Pacific Islands in the development of policy and targets for marine protected areas (MPA) and marine managed areas (MMAs) at national, regional and international levels there remains a number of policy gaps and issues that need to be addressed. These include the need: to harmonise national, regional and international policies as often commitments made by countries to international targets are not reflected in national policy documents.

It proposes that harmonisation could be achieved through regional and sub regional initiatives such as the Action Strategy on Nature Conservation or the Pacific Islands Regional Ocean Policy (PIROP),

itself. As well it argues the need for better policy integration between fisheries and environment and sustainable development policies, which is a recommendation shared by all of the reviews that are part of this synthesis. Worth noting is a reminder that MPA/MMAs targets should include and address deep sea habitats within EEZs in addition to the more usual national and regional targets that seek to protect inshore coastal marine areas, such as coral reefs and associated ecosystems, as few MPA/MMAs address deep sea habitats within EEZs.

#### THE CHALLENGE OF ENSURING THAT A TOOL OR STRATEGY IS APPROPRIATE AND FIT-FOR-PURPOSE

- MPA/MMA targets are a useful policy tool to drive change which must be placed within the broader context of other tools and strategies for the protection and sustainable use of coastal and marine resources and biodiversity such as ecosystem based management. (Benzaken et al., 2007)

A review stemming from a regional inventory of locally managed marine areas (LMMAs) (Govan, 2009) outlines the status and potential benefits of these to addressing the range of development challenges facing Pacific Island countries such as food security, biodiversity and ecosystem integrity and, adaptation to climate change, as well as for countries to meet their international (CBD) and national (NBSAP) commitments for marine protected area coverage of EEZ or marine habitat types. The report suggests that the spread and endurance of LMMAs can be attributed in part to communities perception that benefits such as recovery of natural resources, improved food security, increased economic opportunities, improved governance, access to information and services, health impacts, improved security of tenure, cultural recovery and strengthening community organisation are, or are very likely to be, achieved. The report makes a number of recommendations, which seek to maximize the potential of LMMAs in achieving widespread benefits to livelihoods, as well as meeting nature conservation targets.

The recommendations are focused on three broad areas of (i) government and institutional (which cover enhancing the role of government, practicing on-ground multi-sector integration, embracing the goal of integrated island management, building on traditional tenure and governance systems, and characterizing and defending local and cultural approaches); (ii) financial and economic (which address the issues of cost effectiveness, sustainable financing and the debunking of alternative income generation); and, (iii) operational and implementation (which includes recommendations on appropriate (low-cost) monitoring, improved and enhanced participatory processes and appropriate research needs). These along with recommendations from other reports and reviews will need to be weighed and considered in the design of a Pacific Oceanscape.

## CHALLENGES AND WAYS FORWARD EMERGING FROM NATIONAL EXPERIENCES IN NATURAL RESOURCES MANAGEMENT

- Though wide-spread implementation of local management has resulted in an increase in the number of marine protected areas maintaining this narrow focus is not cost-effective or sustainable. Significant environmental or fishery benefits from locally managed areas are not likely unless communities address other environmental and social issues using a greater range of management tools. Evidence suggests that such approaches, integrating aspects of ecosystem management, disaster risk reduction, adaptation and livelihoods are entirely possible.
- Realizing the full potential of local management would best be carried out under the auspices of national or provincial governments in collaboration with civil society to develop cost effective mechanisms for the long term support and wider coordination of adaptive management in any and all communities which are experiencing natural resource threats. Such widespread approaches would be necessary to reduce costs and ensure an affordable long term resource management strategy best adapted to achieving not only national commitments to protected areas but also priorities relating to livelihoods such as food security, disaster risk reduction, resilience and adaptation to climate change.

# DESIGN ELEMENTS FOR A PACIFIC OCEANSCAPE FRAMEWORK

## Policy and legal context

The policy assessment identifies various regional policy instruments<sup>24</sup> as relevant, with the Pacific Plan (2005) and the Pacific Islands Regional Ocean Policy (2002) being of particular importance to informing the design of a Framework for a Pacific Oceanscape. The Framework will need to demonstrate how it will relate to existing policy and indeed how it will support and complement the plethora of existing processes and agreements<sup>25</sup>.

## Framework principles, scope and vision

**Principles** – all regional policy and planning instruments that have been reviewed outline principles that seek to guide the spirit in which they should be implemented, by highlighting broad areas of policy focus and intent. There are four pillars<sup>26</sup> to the Pacific Plan and six principles in the PIROP and PIROF-ISA (refer Section 3.2), which provide a rich basis to draw from to design principles that are appropriate for a Framework for a Pacific Oceanscape. They provide practical guidance on how our ocean can: be governed well; provide services that are sustainably developed giving livelihood and lifestyle opportunities for Pacific peoples and countries; against a backdrop of peace and security.

The briefing paper for a *Pacific Oceanscape* outlines **three** key component areas of (i) Pacific Ocean Arcs; (ii) Climate Change and Ocean Security; and (iii) Leadership and Learning, with objectives being firmly anchored to a central theme of **ocean conservation and management** (refer Annex 1). Each of the component areas and related objectives appear to resonate well with the principles and initiatives of the PIROP and PIFACC, and to a lesser extent with parts of the Pacific Plan and the FfADRM. Synergies and potential for overlaps between a Framework for a Pacific Oceanscape and other regional policy instruments and their related frameworks for action are outlined in Table 3, with a similar assessment of synergies between the key initiatives outlined in the PIROF-ISA and the issues and themes identified in the briefing paper for a Pacific Oceanscape presented in Table 4. All of the policies acknowledge governance, decision making, partnerships and cooperation as essential for meeting policy goals and objectives, which are also identified as essential elements of a Pacific Oceanscape.

24 Regional policies of relevance include those that address climate change (Pacific Islands Framework for Action on Climate Change – PIFACC), disaster risk management (A Framework for Action 2005-2015 – Building the Resilience of Nations and Communities to Disasters – FfADRM) and sustainable management of freshwater resources (Pacific Regional Action Plan for Sustainable Water Management – Pacific RAP) in view of their implications for responsible ocean governance and sustainable development.

25 “...rather than reinventing the wheel, Seascaapes should build on existing processes and regional agreements.” (Conservation International. 2010).

26 The four pillars of the Pacific Plan are: Economic Growth (sustainable, pro-poor economic growth); Sustainable Development (integration and mutual reinforcement between the three pillars of economic development, social development and environment conservation. Essential requirements for SD include active stakeholder participation, poverty eradication, changing unsustainable patterns of production and consumption and, managing and conserving the natural resource base for economic and social development while maintaining the underlying ecological processes); Good Governance (improved transparency, accountability, equity and efficiency in management and use of resources in the Pacific); and, Security (improved political and social conditions for stability and safety).



**Table 3:** Reflects areas of possible synergy between the principles and objectives of relevant regional policy instruments with the components and issues of the Pacific Oceanscape (Key: +relevant; +++ High relevance)

| Pacific Oceanscape – Components  | Pacific Ocean Arcs | CC and Ocean Security | Leadership and Learning |
|--|--------------------|-----------------------|-------------------------|
| <b>PACIFIC PLAN – Pillars</b>  |                    |                       |                         |
| Economic Development   |                    |                       |                         |
| Sustainable Development  | +                  | +++                   | +++                     |
| Good Governance  | +                  |                       |                         |
| Security   |                    | +++                   |                         |
| <b>PIROP – Principles</b>  |                    |                       |                         |
| Improving our understanding of the oceans  |                    | +++                   | +++                     |
| Sustainably developing & managing the use of ocean resources                                       | +++                | +++                   | +++                     |
| Maintaining the health of the ocean  | +++                | +++                   |                         |
| Promoting the peaceful use of the ocean  |                    | +++                   |                         |
| Improving ocean governance   | +++                |                       |                         |
| Creating partnerships and promoting cooperation  |                    | +++                   | +++                     |
| <b>PIFACC – Principles</b>   |                    |                       |                         |
| Implementing adaptation measures   | +                  | +++                   |                         |
| Governance and decision making   |                    | +                     |                         |
| Improving understanding of climate change  | +                  | +++                   | +                       |
| Education training and awareness   | +                  | +                     | +++                     |
| Contributing to global greenhouse gas reduction  |                    | +                     |                         |
| Partnerships and cooperation.  | +                  | +                     | +                       |
| <b>FfADRM – Principles</b>   |                    |                       |                         |
| Governance – Institutional, Policy and Policy & Decision making                                    |                    | +                     |                         |
| Knowledge, Information, Public Awareness and Education   |                    | +                     | +                       |
| Analysis & Evaluation of Hazards, Vulnerabilities and Elements at Risk                             |                    | +                     |                         |
| Planning for effective Preparedness, Response and Recovery   |                    |                       |                         |
| Effective, Integrated and People focused Early Warning Systems                                     |                    | +                     |                         |
| Reduction of Underlying Risk Factors   | +                  | +                     |                         |
| <b>P-RAP for Water Resources Management</b>  |                    |                       |                         |
| Water Resources Management (IWRM + Catchment Management)   |                    | +                     |                         |
| Island Vulnerability (Water and Climate Dialogue, DRR)   |                    | +                     |                         |
| Awareness (Advocacy; Political Will; Community Participation; Environmental Understanding; Gender) |                    | +                     |                         |
| Technology (Appropriate Technologies; DMgmt & Conservation; HR)                                    |                    |                       |                         |
| Institutional Arrangements (Institutions; Policy, Planning and Legislation)                        |                    |                       |                         |
| Finance (Costs and Tariffs; Role of Donors and Financing Institutes)                               |                    | +                     |                         |

**Table 4:** Matrix outlining the synergies between the issues and themes raised in the Pacific Oceanscape brief and the guiding principles and key initiatives of the PIROP.

| PIROP Principles<br>PO Components &<br>Issues | Governance |     |     | Understanding |     |     | Management |     |     | Health |     |     | Peaceful Use |     |     | Partnership |     |     |     |
|---|------------|-----|-----|---------------|-----|-----|------------|-----|-----|--------|-----|-----|--------------|-----|-----|-------------|-----|-----|-----|
|   | 1.1        | 1.2 | 1.3 | 1.4           | 2.1 | 2.2 | 2.3        | 2.4 | 3.1 | 3.2    | 3.3 | 4.1 | 4.2          | 4.3 | 5.1 | 5.2         | 5.3 | 6.1 | 6.2 |
| PI Regional Ocean ISA<br>Pacific Oceanscape   |            |     |     |               |     |     |            |     |     |        |     |     |              |     |     |             |     |     |     |
| <b>Pacific Ocean Arcs</b>                     |            |     |     |               |     |     |            |     |     |        |     |     |              |     |     |             |     |     |     |
| HS Marine Protected<br>Areas                  |            | +   |     | ++            |     |     |            |     | +   |        |     |     |              | ++  | +   |             |     |     | +   |
| Marine Protected Areas<br>(MPAs)              |            | +   |     | +++           | +   |     |            |     | +   |        |     |     |              | ++  | +   |             |     |     | +   |
| Highly migratory species<br>(HMS)             |            |     |     | ++            |     |     |            |     | +   |        |     |     |              | +++ |     |             |     |     | +   |
| Legal   |            | +   |     | +++           |     |     |            |     | +   |        |     | +   |              | +   |     |             |     |     | +   |
| <b>CC and Ocean Security</b>                  |            |     |     |               |     |     |            |     |     |        |     |     |              |     |     |             |     |     |     |
| Pollutants effects                            | +          |     |     | +             | +   |     | +          |     |     | +      |     | +++ |              |     | +   |             |     | +   | +   |
| Sea level rise                                | +          | ++  | +   | ++            | ++  |     | +          |     | +   | +      |     |     |              | ++  | +   |             |     | ++  | +   |
| CC in natural resources<br>mgmt               | +          | ++  | ++  | +++           | +   |     | +          |     | ++  |        |     |     | ++           | +++ | +   |             |     | +   | ++  |
| Climate negotiations                          | +          | +   |     |               |     |     | ++         |     |     | +      |     |     |              |     |     |             |     | +++ | +   |
| <b>Leadership and Learning</b>                |            |     |     |               |     |     |            |     |     |        |     |     |              |     |     |             |     |     |     |
| Networking for capacity                       |            |     |     |               | +   | ++  | +          |     |     |        |     |     |              |     |     |             |     | +   | +++ |
| Networking for<br>cooperation                 |            |     | +   |               |     |     | +          |     |     |        |     |     |              |     |     |             | +   | ++  | +++ |
| Increase target research                      |            |     |     |               | +++ |     |            |     |     |        |     |     |              |     |     |             |     | +   | +   |
| Integrated management                         |            |     | +   |               |     |     | +          |     | +++ | +      |     |     |              |     |     |             |     |     | +   |
| Resourcing                                    |            | TBA | TBA | TBA           | TBA | TBA | TBA        | TBA | TBA | TBA    | TBA | TBA | TBA          | TBA | TBA | TBA         | TBA | TBA | TBA |

KEY: Relative levels of potential support by Pacific Oceanscape to achieving initiatives under PI Regional Ocean ISA: + Low ++ Medium +++ High TBA This would need to be assessed and quantified at a later date when the Framework has been finalized and an implementation plan developed

**Geo-political Scope** – existing regional legal and policy instruments provide guidance on the optimum geo-political reach of Framework for a Pacific Oceanscape, with the Pacific Plan being confined to the 16 Forum countries and 2 Pacific Territories<sup>27</sup> and the PIROP having a broader geographic scope to include all member states of the SPC<sup>28</sup>. Interestingly the PIROP states that the extent of the region includes “*not only 200 nautical miles Exclusive Economic Zone (EEZ) boundaries circumscribing these countries and territories, but also the ocean and coastal areas that encompass the extent of the marine ecosystems that support the region*”, which expands the scope beyond sovereign borders.

The legitimacy given to PIROP, by Pacific Forum Leaders and member countries and territories of other CROP agencies would suggest adoption of a similar approach to mimic coverage. As well, this provides opportunities to extend coverage, should discussions with the USA in respect of including the US State of Hawaii occur, at a future date.

**Vision and Timeframe** – vision statements of existing regional instruments such as the Pacific Plan, PIROP, PIROF-ISA and the PIFACC, tend to be environment and people focused with emphasis on sustainability and livelihoods and each suggests a timeline to 2015. As the vision for PIROP is a broad, simple, accessible and negotiated statement that makes specific references to a **healthy Ocean** (which provides the environmental and conservation context) as well as to **sustainability, livelihoods and aspirations of Pacific Island Communities** (which provide the social and economic context for sustainable ocean management and development) the essence of the proposed vision *A secure future for Pacific Island Countries and Territories based on sustainable development, management and conservation of our Ocean* would support the vision of PIROP. Convergence of timelines of 2015 for policy and action frameworks provides an opportunity for full synchronization, in the medium term, of those regional policy instruments that show most relevance and synergies.

## Goal and objectives

**Goal** – the briefing paper prepared for Pacific Forum Leaders outlined the following goal for a Pacific Oceanscape (refer Annex 1) *to focus effort and provide leadership needed for ocean and island conservation and management*”. It is relevant and supportive of the broader goal of the PIROP, which includes specific reference to sustainable use, peoples and partners, which in turn supports the even broader ranging goal under the Pacific Plan that addresses the whole development spectrum.

**Objectives** – the briefing paper for a Pacific Oceanscape outlines three component areas and related issues. They include:

- **Pacific Ocean Arcs** – intends to *focus on integrated marine and terrestrial conservation and sustainable management and protected area development*.
- **Climate Change and Ocean Security** – looks to *ensure that the impacts of climate change in the Pacific are adequately understood, addressed at a regional level and incorporated into raised global awareness and negotiations*.
- **Leadership and Learning** – seeks to *develop targeted research actions for all initiatives under Pacific Ocean Arcs and, Climate Change and Ocean Security and encourage greater collaboration and learning between all protected area initiatives*.

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27 Pacific Plan provides a framework for effective and enhanced engagement between Forum member countries and Pacific Territories, of which some are either associate members (French Polynesia and New Caledonia) or observers (Tokelau) to the Forum.

28 The SPC (Secretariat of the Pacific Community) has 22 island member countries and territories, as well as France and the United States of America.

These will need to be considered within the existing policy setting to ensure that the objectives of a Framework for a Pacific Oceanscape will offer added, complementary value and practical support for the implementation of existing regional policy instruments. As already suggested the following PIROP principles as well as the governance and security pillars of the Pacific Plan, and accompanying objectives, could be considered in reaching an appropriate set of guiding principles as well as describing the objectives of the Framework.

## Pacific Plan

- **Good Governance** (the objective of this pillar being improved transparency, accountability, equity and efficiency in management and use of resources in the Pacific)
- **Security** (the objective of this pillar is improved political and social conditions for stability and safety).

## PIROP and PIROF-ISA

- **Improving ocean governance** (The objective of the initiatives relating to governance is to engage both stakeholders and leaders and to establish, strengthen, and implement governance mechanisms that contribute to the implementation of the PIROP)
- **Improving our understanding of the oceans** (The objective of the initiatives relating to understanding is to improve the availability, management, use and dissemination of information in ways that leads to better-informed decision-making and increased public support for sound ocean management.)
- **Sustainably developing and managing the use of ocean resources** (The objective of the initiatives relating to sustainable development and management is to increase adoption of practices, approaches and processes that promote sustainable ocean resource use, development and management.)
- **Maintaining the health of the ocean** (The objective of the initiatives relating to health of the ocean is to reduce the negative impacts of human activities and implement measures that protect and conserve biodiversity.)
- **Promoting the peaceful use of the ocean** (The objective of the initiatives relating to peaceful use is to ensure that the ocean is not used for criminal or other activities that breach local, national or international laws.)
- Binding these are two cross-cutting principles of **Creating partnerships and promoting cooperation** (The objective of the initiatives relating to partnerships and cooperation is to develop partnerships and foster cooperation, both within and outside the region, which will further implementation of PIROP).

## DESIGN ELEMENTS FOR A PACIFIC OCEANSCAPE FRAMEWORK

- The synergies and areas of convergence between the three component areas for the Pacific Oceanscape and the principles and themes of PIROP suggests a mutually reinforcing opportunity wherein the Oceanscape could catalyze implementation of the priority initiatives that are particularly supportive of ocean conservation and management. The PIROP is currently being reviewed and in all likelihood will gain momentum in the coming years.
- The merging of Oceanscape interests with those of the PIROP would ensure the former are part of regional discussions and ongoing monitoring with the legitimacy required for mobilizing concerted regional and national effort. This would support the Pacific Plan and complement PIFACC and other relevant policy instruments, while ensuring that these policy instruments take into account the Oceanscape elements in forthcoming reviews.
- Such a supportive approach to existing policies would ensure broader ownership by the region and member countries, simplify implementation, contribute to raising awareness and understanding of the importance of the ocean and its resources and, demonstrate the interconnectedness and interface of the Ocean with other development priorities such as disaster risk reduction and climate change adaptation. It could also explore mechanisms that would strengthen cooperation between the PIROP and other regional policies for more efficient and harmonized implementation.

Each regional policy instrument that has been reviewed outlines reporting, monitoring and evaluation protocols. In the case of the Pacific Plan an Action Committee (known and referred to as the PPAC) comprising countries CROP agencies meet to monitor and assess progress of key priorities under the Plan and addresses any emerging issues that warrant priority attention. Regional policies and plans provide inputs to the annual progress report of the Pacific Plan. An annual reporting mechanism for the PIROP has been established through the PIROP-ISA and a recommendation for a review in 2010 would cover assessing the effectiveness of these reporting procedures.

## STREAMLINING COORDINATION, IMPLEMENTATION AND, MONITORING AND EVALUATION PROTOCOLS TO EASE THE BURDEN OF REPORTING

- The pressures on countries (and agencies) to meet various reporting obligations against the multitude of agreements that exist at national, regional and international levels is frequently discussed. For the case of a Framework for a Pacific Oceanscape, its integration into PIROP would streamline reporting; enable a single, consolidated input to the Pacific Plan from PIROP; as well as allow PIROP to engage and input to other regional policies as cooperative and collaborative arrangements between these are strengthened.

The findings of this assessment strongly support a Framework for a Pacific Oceanscape that fully aligns and integrates with the PIROP. They are grounded in:

- The call by Leaders to develop a Framework for a Pacific Oceanscape that draws on the PIROP
- Best practice in terms of building on existing policy

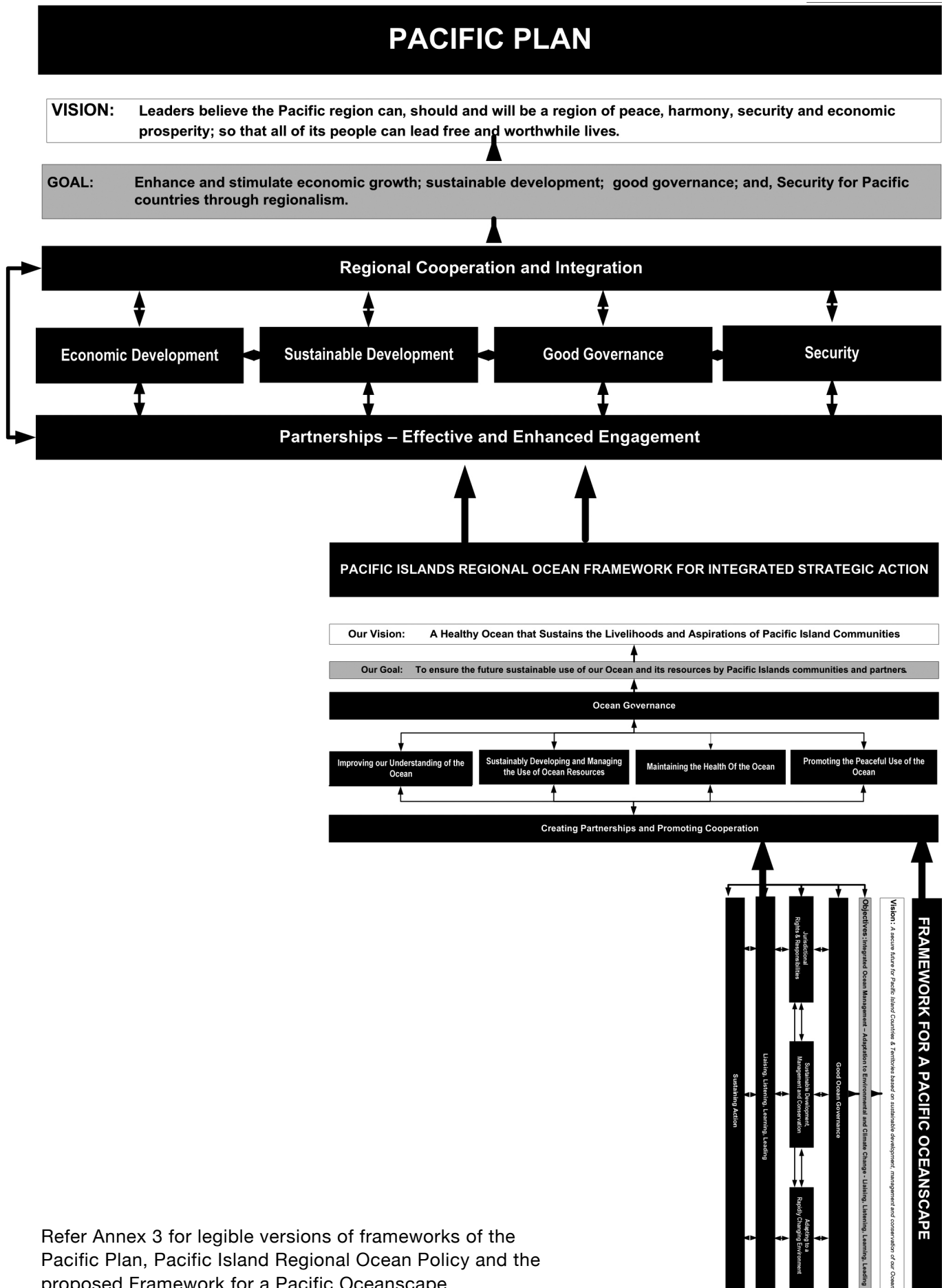


- The broad nature of PIROP s Vision, Goal and Scope which can easily encompass and embrace the Vision, Goal and Scope for a Pacific Oceanscape.
- The geographic scope of PIROP which could be mirrored to delineate the geo-political scope of a Framework for a Pacific Oceanscape.
- The coordination, implementation and, monitoring and evaluation protocol established by Leaders both for the Pacific Plan and the PIROP.

### The momentum afforded by the new Pacific Oceanscape initiative would also benefit PIROP by:

- Catalyzing and reinvigorating the PIROP during a crucial period of review and re-appraisal.
- Introducing new or emerging issues and priorities for consideration under PIROP-ISA.
- Launching a strategic “mobilizing” Framework that specifically targets conservation, management and climate change elements.
- Stimulating the PIROP to engage with policies such as the PIFACC, FfADRM and the Pacific RAP for Water Resources Management on ocean-climate and ocean-disaster reduction related initiatives for joint discussions and programming.
- In respect of issues raised in the report it is recommended that the Marine Sector Working Group ensure that the ongoing PIROP review accommodates these issues, where appropriate.

**Figure 3 – Overarching Regional Policy Framework demonstrating the relationship between the Framework for Pacific Oceanscape as an important mobilizing instrument for sustainable ocean development, management and conservation elements across the PIROP.**



Refer Annex 3 for legible versions of frameworks of the Pacific Plan, Pacific Island Regional Ocean Policy and the proposed Framework for a Pacific Oceanscape.

## RECOMMENDATIONS AND CONCLUSIONS

This assessment of the current legal and policy landscape and the review of the various reviews that have recently been completed, that outline progress and identify the issues and priorities in key marine sectors, thematic areas and across the spectrum of the sustainable development agenda, enabled the establishment of a baseline. The baseline has allowed a more considered determination of where a Framework for a Pacific Oceanscape could sit within the regional policy setting and informed its design to be an operational instrument that mobilizes and supports the implementation of key regional policy instruments that focus on sustainable development and, ocean governance and sustainable ocean management, as well as regional policies developed for climate change, disaster risk reduction and freshwater resources management.

### Summary Conclusions – Policy implications for the Pacific Oceanscape

#### Pacific Plan

- The Plan is a "living document" and in that sense one of the only regional high level policy instruments that is updated on a yearly basis.
- The Plan has a functional monitoring and review mechanism in place.
- The Plan process includes the major regional intergovernmental agencies and these must implement agreements.
- The concept of regionalism in terms of greater cooperation and integration embodied within the Plan will need to be considered if the Pacific Oceanscape is to be aligned with regional policy.
- The Plan includes guidance on fisheries, conservation, resource governance, climate change, waste and information.
- The Plan contemplates mainstreaming of climate change and conservation into national development processes but, importantly, recommends a "whole of government" approach involving National Development Strategies or similar rather than the production of new policies.

#### Pacific Islands Regional Ocean Policy

- The PIROP is the most comprehensive Ocean policy guidance covering the full range of concerns expressed in the Pacific Oceanscape.
- PIROP-ISA is due for review in 2010 and will need to strengthen coverage of aspects such as climate change, conservation as it pertains to Protected Areas and fisheries which have received increasing emphasis through the Pacific Plan and Leaders Communiqués.
- PIROP does not define an adequate coordination mechanism or resourcing system.
- The PIROP review process and improvement of coordination is an opportunity for constructive engagement and incorporation of emerging issues.

## International instruments and agreements

- The burgeoning plethora of MEA and other high-level policy commitments to conservation seem to promote further lower level policy documents but do not provide clear tools for implementation.
- The realities of institutional arrangements and resources in Pacific Island States are unlikely to be adequate for implementation of MEAs as generally envisaged.

## Regional instruments and agreements

- The Pacific Plan and PIROP provide the most comprehensive policy guidance with other regional policy instruments offering direction in specific aspects of marine conservation and management.
- The emerging sub-regional arrangements show great promise for addressing issues specific to specific groups of countries or geographic areas in this socially and geographically heterogeneous region.

## National and NGO initiatives for the Pacific Oceanscape

- National initiatives and commitments have emerged as an effective tool for raising awareness and increasing the pace of implementation.
- The support and catalytic role of NGOs has been notable in all the national and multi-national initiatives.
- Not all such initiatives demonstrate strong or appropriate links to national policy and strategy development
- Not all National initiatives have clear financial or technical support mechanisms or envisage processes appropriate to the context of Pacific Islands States
- New initiatives should seek not only national policy matches but regional policy relevance to reduce the diversity of tasks that regional institutions have to support

## Institutional implications

- The mechanism for coordination of the PIROP needs improvement and strengthening given the current arrangement of no accountability for a consolidated annual progress reporting, the emergence of the Pacific Plan and the rationalisation of the regional institutional framework which strives for cost effective, improved services to Pacific countries and territories
- An appropriate mechanism should be established, with a broad membership, increased accountability and adequate resources to ensure a heightened awareness and advocacy of ocean issues and priorities and better coordination to improve resource mobilisation efforts for more effective implementation

## Recommendations – Considerations for a Framework for a Pacific Oceanscape

- Regional and international organizations need to collaborate, implement and deliver together by pooling resources and embracing joint approaches; align their assistance in relation to the implementation, review, monitoring and evaluation and reporting on the Pacific Plan, the Millennium Development Goals and the Mauritius Strategy can not be overstated.

- Assistance needs to focus on the development of participatory, whole of country National Sustainable Development Strategies and their implementation rather than focusing on the implementation of regional and international plans. (Baaro, 2009).
- Virtually all the issues raised threaten the viability of the region's biodiversity but especially climate change, the over-exploitation of marine resources, forest and watershed degradation and logging and underscores the need for an integrated approach to managing all development sectors. (Chape, 2006).
- *For sustainable development to be achieved, maintaining ecosystem health and sustainability should be as fundamental goal as economic development. New, appropriate technologies, innovative market mechanisms and financial tools that promote sustainable best practices can empower communities, maintain the cultural diversity and richness and reduce the human footprint. (Ocean Solutions, 2009).*
- As member States to UNCLOS, Pacific Island Countries should in their national interest, deposit with the United Nations, base-point coordinates as well as charts and information delineating their maritime zones to establish their rights and responsibilities over large areas of ocean space.
- The implications from climate change and sea-level rise, on the highly vulnerable baselines that delimit the maritime zones of Pacific Island Countries, could be addressed through concerted regional unity and diplomatic efforts that advocates for the permanent establishment of declared baselines and maritime zones.
- Effective MEA implementation can only happen if there is greater cooperation and coordination among all of the major stakeholders (national governments, regional organizations, MEA secretariats, donors, NGOs and civil society) involved in both environment and development. (Chasek, 2009).
- The success of fisheries focused interventions are reliant upon progress being made in much broader-based national and regional policies that range across and impact all sectors.
- To achieve a secure, long-term future for fisheries, in 2035, regional cooperation among Pacific island countries will be required for **offshore fisheries** for almost all positive outcomes for the effective control over and use of the resource, with a high degree of cooperation with, and support for, the private sector also needed.
- In the case of **coastal fisheries** there will be a need to concentrate on preserving the existing benefits and in particular the relationship of coastal fisheries to food security, rather than focusing on generating additional benefits. The need for fisheries agencies to work with and involve the private sector, communities and non-government organisations will also be needed if best case outcomes are to be achieved.
- In the case of **aquaculture** a shift in the emphasis of government interventions will be required from 'growing things' to focusing more on promoting a favorable business and policy environment for aquaculture as well as considering issues and risks related to biosecurity and biodiversity.
- The current capability (which includes: current staffing, institutional arrangements, training of future fisheries managers, development models used, institutional orientation, responsiveness and accountability) of most fisheries agencies of Pacific Island countries falls short of being able



to provide the levels of support and direction necessary to achieve a secure, long-term future for fisheries in 2035.

- ICM and EAF are complementary and if implemented together would greatly assist in the move toward sustainable management and use of coastal ecosystems. Both approaches require the involvement of a wide range of stakeholders, often with conflicting mandates or interests, who will have to work together to agree on mutually acceptable goals and management approaches.
- Many EAF principles are in line with traditional and customary ways of doing things in the Pacific and permit Pacific Islands countries and territories to move towards sustainable fisheries management arrangements that contribute more effectively to the maintenance of livelihoods, lifestyles and ecosystem services than the more conventional fishery management systems have done.
- A continuing challenge is posed by achieving relevance of nature conservation goals in the context of other pressing local, national and regional development priorities
- Closely aligning and linking the goals and objectives of regional conservation action strategies to legally binding policy and planning instruments for sustainable development may ensure that they are relevant and have a higher chance of implementation.
- Marine protected area and /or marine managed area targets are a useful policy tool to drive change which must be placed within the broader context of other tools and strategies for the protection and sustainable use of coastal and marine resources and biodiversity such as ecosystem based management. (Benzaken et al., 2007)
- Though wide-spread implementation of local management has resulted in an increase in the number of marine protected areas maintaining this narrow focus is not cost-effective or sustainable. Significant environmental or fishery benefits from locally managed areas are not likely unless communities address other environmental and social issues using a greater range of management tools. Evidence suggests that such approaches, integrating aspects of ecosystem management, disaster risk reduction, adaptation and livelihoods are entirely possible.
- Realizing the full potential of local management would best be carried out under the auspices of national or provincial governments in collaboration with civil society to develop cost effective mechanisms for the long term support and wider coordination of adaptive management in any and all communities which are experiencing natural resource threats. Such widespread approaches would be necessary to reduce costs and ensure an affordable long term resource management strategy best adapted to achieving not only national commitments to protected areas but also priorities relating to livelihoods such as food security, disaster risk reduction, resilience and adaptation to climate change

## Design elements for a Pacific Oceanscape Framework

- The synergies and areas of convergence between the three component areas for the Pacific Oceanscape and the principles and themes of PIROP suggests a mutually reinforcing opportunity wherein the Oceanscape could catalyze implementation of the priority initiatives that are particularly supportive of ocean conservation and management. The PIROP is currently being reviewed and in all likelihood will gain momentum in the coming years.

- The merging of Oceanscape interests with those of the PIROP would ensure the former are part of regional discussions and ongoing monitoring with the legitimacy required for mobilizing concerted regional and national effort. This would support the Pacific Plan and complement PIFACC and other relevant policy instruments, while ensuring that these policy instruments take into account the Oceanscape elements in forthcoming reviews.
- Such a supportive approach to existing policies would ensure broader ownership by the region and member countries, simplify implementation, contribute to raising awareness and understanding of the importance of the ocean and its resources and, demonstrate the interconnectedness and interface of the Ocean with other development priorities such as disaster risk reduction and climate change adaptation. It could also explore mechanisms that would strengthen cooperation between the PIROP and other regional policies for more efficient and harmonized implementation.
- The pressures on countries (and agencies) to meet various reporting obligations against the multitude of agreements that exist at national, regional and international levels is frequently discussed. For the case of a Framework for a Pacific Oceanscape, its integration into PIROP would streamline reporting; enable a single, consolidated input to the Pacific Plan from PIROP; as well as allow PIROP to engage and input to other regional policies as cooperative and collaborative arrangements between these are strengthened.

A Framework for a Pacific Oceanscape that fully aligns and integrates with the PIROP is grounded in:

- The call by Leaders to develop a Framework for Pacific Oceanscape that draws on the PIROP
- Best practice in terms of building on existing policy
- The broad nature of PIROP's Vision, Goal and Scope which can easily encompass and embrace the Vision, Goal and Scope for a Pacific Oceanscape.
- The geographic scope of PIROP which could be mirrored to delineate the geo-political scope of a Framework for a Pacific Oceanscape.
- The coordination, implementation and, monitoring and evaluation protocol established by Leaders both for the Pacific Plan and the PIROP.

The momentum afforded by the new Pacific Oceanscape initiative would also benefit PIROP by:

- Catalyzing and reinvigorating the PIROP during a crucial period of review and re-appraisal.
- Introducing new or emerging issues and priorities for consideration under PIROP-ISA.
- Launching a strategic “mobilizing” Framework that specifically targets conservation, management and climate change elements.
- Stimulating the PIROP to engage with policies such as the PIFACC, FfADRM and the Pacific RAP for Water Resources Management on ocean-climate and ocean-disaster reduction related initiatives for joint discussions and programming.
- In respect of issues raised in the report it is recommended that the Marine Sector Working Group ensure that the ongoing PIROP review accommodates these issues, where appropriate.



PART TWO

PROPOSED FRAMEWORK  
FOR A PACIFIC OCEANSCAPE







# OUR SEA OF ISLANDS – OUR LIVELIHOODS – OUR OCEANIA

## FRAMEWORK FOR A PACIFIC OCEANSCAPE<sup>29</sup>

Oceania is vast, Oceania is expanding, Oceania is hospitable and generous,  
Oceania is humanity rising from the depths of brine and  
regions of fire deeper still, Oceania is us.

We are the sea, we are the ocean,  
we must wake up to this ancient truth <sup>30</sup>

## FRAMEWORK PURPOSE

At the 40th Pacific Islands Forum convened in Cairns Australia in August 2009, the Republic of Kiribati shared with its Forum siblings a vision for a secure future for Pacific Island Nations based on ocean conservation and management, under its Pacific Oceanscape concept. They suggested that the success of a Pacific Oceanscape will be predicated on strong Forum **leadership** and Regional **cooperation**, responding to national development aspirations and priorities which in turn would foster and focus attention on critical issues such as climate change effects and impacts on Pacific peoples, their islands and their Ocean. In the communiqué:

*Leaders welcomed the Pacific Oceanscape concept and its companion Pacific Ocean Arc initiative tabled by Kiribati aimed at increasing marine protected area investment, learning and networking. Leaders tasked the Secretariat, together with relevant CROP agencies and key partners, to develop a framework for the Pacific Oceanscape, drawing on the Pacific Islands Regional Ocean Policy, as a priority area for attention under the Pacific Plan.*

This document contains the proposed Framework for the Pacific Oceanscape as envisaged by Pacific Forum Leaders. It is developed as an implementation tool for the PIROP and related ocean and marine priorities of the Pacific Plan.

## INTRODUCTION

In our Pacific Islands Ocean Region the ocean unites and divides, connects and separates, sustains and threatens our very survival. For all those who venture within this, the world's largest ocean, and who have made it their home the ocean influences every aspect of life. It has done so for millennia.

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<sup>29</sup> As endorsed by the Pacific Leaders at the 41st Pacific Islands Forum, Port Vila, Vanuatu, 4-5th August 2010

<sup>30</sup> All quotes are from Epeli Hau'ofa, unless otherwise referenced: *We Are The Ocean – Selected Works*, University of Hawaii Press, 188pp (Hau'ofa, 2008)

In essence the Framework for a Pacific Oceanscape is seen as a catalyst for action for our Pacific Islands Regional Ocean Policy to protect, manage, maintain and sustain the cultural and natural integrity of the ocean for our ancestors and future generations and indeed for global well-being. The 'Pacific Oceanscape' is a vehicle to build pride, leadership, learning and cooperation across this ocean environment. Overall the intent is to foster stewardship at scale – local, national, regional and international to ensure in perpetuity the health and wellbeing of our ocean and ourselves.

## THE POLICY AND LEGAL CONTEXT

The pre-eminent regional policy guidance on ocean and natural resource management are the Pacific Island Regional Ocean Policy<sup>31</sup> and the Pacific Plan<sup>32</sup>. Pacific Island Countries and Territories (PICTs) have also committed to a plethora of other policy and legal agreements and frameworks at national, regional and international levels that relate to and have implications for the sustainable development and use of the islands, coasts, seas and ocean within the Region.

Of key relevance to a Framework for Pacific Oceanscape are the ratification of multi-lateral environmental and management agreements and the endorsement of companion regional policy instruments for the sea<sup>33</sup>, biological diversity<sup>34</sup>, climate change<sup>35</sup> and pollution<sup>36</sup>; as well as endorsement of more encompassing frameworks for sustainable development such as the Johannesburg Programme of Action<sup>37</sup> and the Mauritius Strategy for the Further Implementation of the Barbados Programme of Action for the Sustainable Development of SIDS<sup>38</sup>, which are complemented by regional instruments such as the Pacific Plan<sup>3</sup> and the Pacific the Islands Regional Ocean Policy<sup>2</sup> (PIROP).

For these international and regional instruments to achieve their objectives and their purpose considered effort and support for the implementation of national policies and plans of action such as National Sustainable Development Strategies or National Development Planning instruments, National Biodiversity Strategies and Action Plans (NBSAPs) and National Adaptation Programmes of Action (NAPAs) is necessary.

In preparation for this Framework a policy analysis<sup>39</sup> of national, regional and international instruments and commitments was made.

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31 Pacific Islands Regional Ocean Policy refer – [www.spc.int/piocean/MSWG/PIROP/](http://www.spc.int/piocean/MSWG/PIROP/)

32 Pacific Plan refer – [www.forumsec.org.fj/pages.cfm/about-us/the-pacific-plan/](http://www.forumsec.org.fj/pages.cfm/about-us/the-pacific-plan/)

33 United Nations Convention on the Law of the Sea refer <http://www.un.org/Depts/los/convention.../unclos/> ; WCPFC – <http://www.wcpfc.int/doc/wcpfc6-200907/status-convention> refer SPRFMO – refer [www.southpacificrfmo.org](http://www.southpacificrfmo.org) Regional Management and Development Strategy refer [www.ffa.int](http://www.ffa.int)

34 Convention on Biological Diversity refer <http://www.cbd.int/convention/>

35 United National Framework Convention for Climate Change – refer [http://unfccc.int/essential\\_background/convention/](http://unfccc.int/essential_background/convention/) and Pacific Framework for Action on Climate Change – refer <http://www.sprep.org/legal/international/htm>

36 among others for pollution, London Convention 1972 – refer <http://www.imo.org/> ; London Protocol 1996 refer – <http://www.imo.org/>; MarPol 2 October 1983 ; Basel Convention 1992 refer – <http://www.basel.int/text/documents.html>

37 Johannesburg Programme of Implementation refer [www.un.org/esa/sustdev/documents/WSSD.../WSSD\\_PlanImpl.pdf](http://www.un.org/esa/sustdev/documents/WSSD.../WSSD_PlanImpl.pdf)

38 Mauritius Strategy for the Further Implementation of the Programme of Action for the Sustainable Development of SIDS refer – [www.un.int/mauritius/.../Mauritius\\_Strategy\\_latest\\_version.pdf](http://www.un.int/mauritius/.../Mauritius_Strategy_latest_version.pdf)

39 Toward a Framework for a Pacific Oceanscape – a Policy Analysis (Pratt and Govan, 2010)



# FRAMEWORK PRINCIPLES, SCOPE AND VISION

In recognising the importance of building on existing policies and agreements, the Framework for a Pacific Oceanscape supports implementation of the PIROP through catalyzing efforts and creating synergies, with emphasis on those elements that relate to integrated ocean management and biodiversity conservation.

## Principles

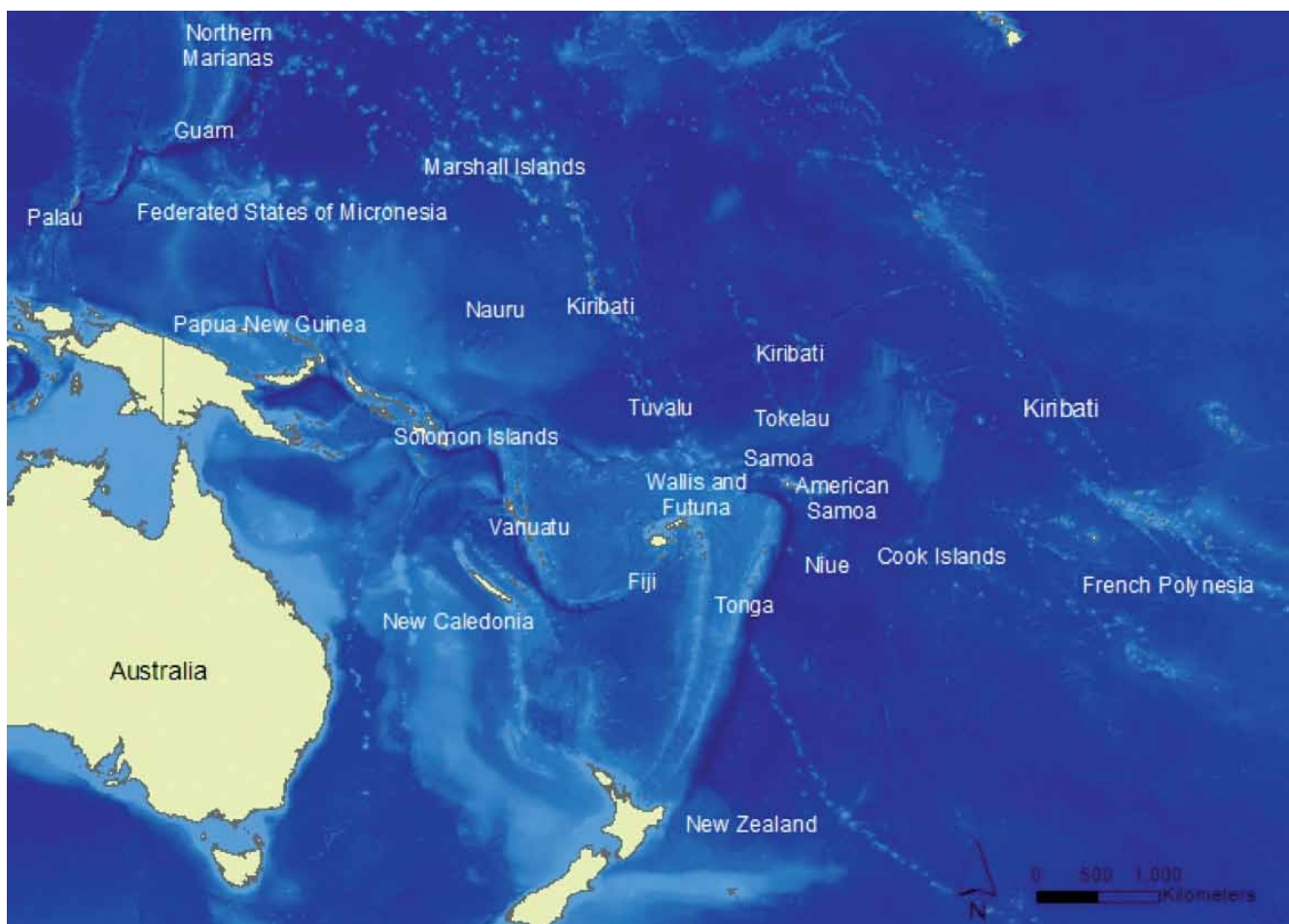
The guiding principles are drawn from the PIROP and Pacific Plan, as the pre-eminent regional policy instruments for our ocean, good governance, sustainable development and, peace and security:

- **Improving ocean governance** to engage leaders, decision-makers, resource custodians and other stakeholders to establish, strengthen, and implement appropriate and practical governance mechanisms that contribute to effective coordination and implementation for a healthy ocean that sustains the livelihoods of Pacific Island people
- **Sustainably developing and managing the use of ocean resources** to develop and embrace practices, approaches and processes that promote sustainable ocean resource use, development and management based on existing experiences and foreseeable levels of national funding and capacity to address challenges of isolation and infrastructure. In order to replenish, sustain and increase our knowledge base, it is necessary to generate new knowledge about the oceans upon which our way of life depends. Fundamental to the sustained generation of new knowledge and capacity is the continuing education of a cadre of scientists and policy makers. Educating and training people within the region is the best strategy for ensuring the continuity of marine understanding and replenishment of knowledge
- **Maintaining the health of the ocean** to reduce the negative impacts of human activities and implement measures that protect and conserve biodiversity by ensuring that the lack of full scientific certainty of the causes and effects of damage to the ocean should not be a reason for delaying action to prevent such damage and that polluters should bear the cost of pollution, wherein damage costs should be reflected in benefit cost assessments of actions affecting the ocean environment.
- **Improving our understanding of the ocean** to improve the availability, management, use and dissemination of information targeted at better-informed decision-making and increased support for practical ocean management that embraces precautionary management approaches that are more robust where comprehensive scientific understanding and intensive monitoring are difficult.
- **Ocean security** has economic, environmental, political, and military dimensions which seek to discourage and reduce unacceptable, illicit, criminal or other activities that are contrary to regional and international agreements and threaten our ocean, the major source of livelihood for Pacific Island people.
- **Partnerships and cooperation** effective implementation will be founded on developing strong partnerships and, fostering cooperation and inclusiveness.

## Scope

The geographic scope of this Framework mirrors that of PIROP, which is *that part of the Pacific Ocean in which the island countries and territories (Pacific Communities), that are members of the organizations comprising the Council of Regional Organisations of the Pacific (CROP) are found. As such, the extent of the region includes not only the area within the 200 nautical miles Exclusive Economic Zone (EEZ) boundaries circumscribing these island countries, but also the ocean and coastal areas that encompass the extent of the marine ecosystems that support the region. The ‘ocean’ is defined to include the waters of the ocean, the living and non-living elements within, the seabed beneath and the ocean atmosphere and ocean-island interfaces (Figure 4).*

**Figure 4:** Pacific Islands Ocean Region.



## Vision

As an operational, living instrument supporting a broader regional ocean policy, the *Framework for a Pacific Oceanscape* has the overarching vision of:

*A secure future for Pacific Island Countries and Territories based on sustainable development, management and conservation of our Ocean.*

## Framework objectives

The following broad objectives seek to achieve the goal for a Pacific Oceanscape and will initially address six strategic priorities identified for immediate implementation under the Framework:

- **Integrated Ocean Management** to focus on integrated ocean management at all scales that results in the sustainable development, management and conservation of our island, coastal and ocean services that responds to Pacific Island countries development aspirations and, ensuring and maintaining environmental health and ecological function.
- **Adaptation to Environmental and Climate Change** to develop suitable baselines and monitoring strategies that will inform impact scenarios and specific understanding of environmental and climate change stressors. Only through empirical understanding can Pacific peoples develop and pursue effective, appropriate and sustained adaptation responses and solutions. Solutions need to consider the full range of ocean and island environments and articulate the limits to adaptation and provide appropriate responses. Better information and understanding of these impacts will facilitate a confident and united engagement at regional and international levels.
- **Liaising, Listening, Learning and Leading** to articulate and use appropriate facilitative and collaborative processes, mechanisms and systems and research that results in the achievement of the objectives for Integrated Ocean Management and Adaptation to Environmental and Climate Change, while mindful of the interests, rights, responsibilities and differences between partners and stakeholders.

## Strategic priorities and actions

### STRATEGIC PRIORITY 1 Jurisdictional Rights and Responsibilities

#### Establishing jurisdictional rights and responsibilities over maritime zones.

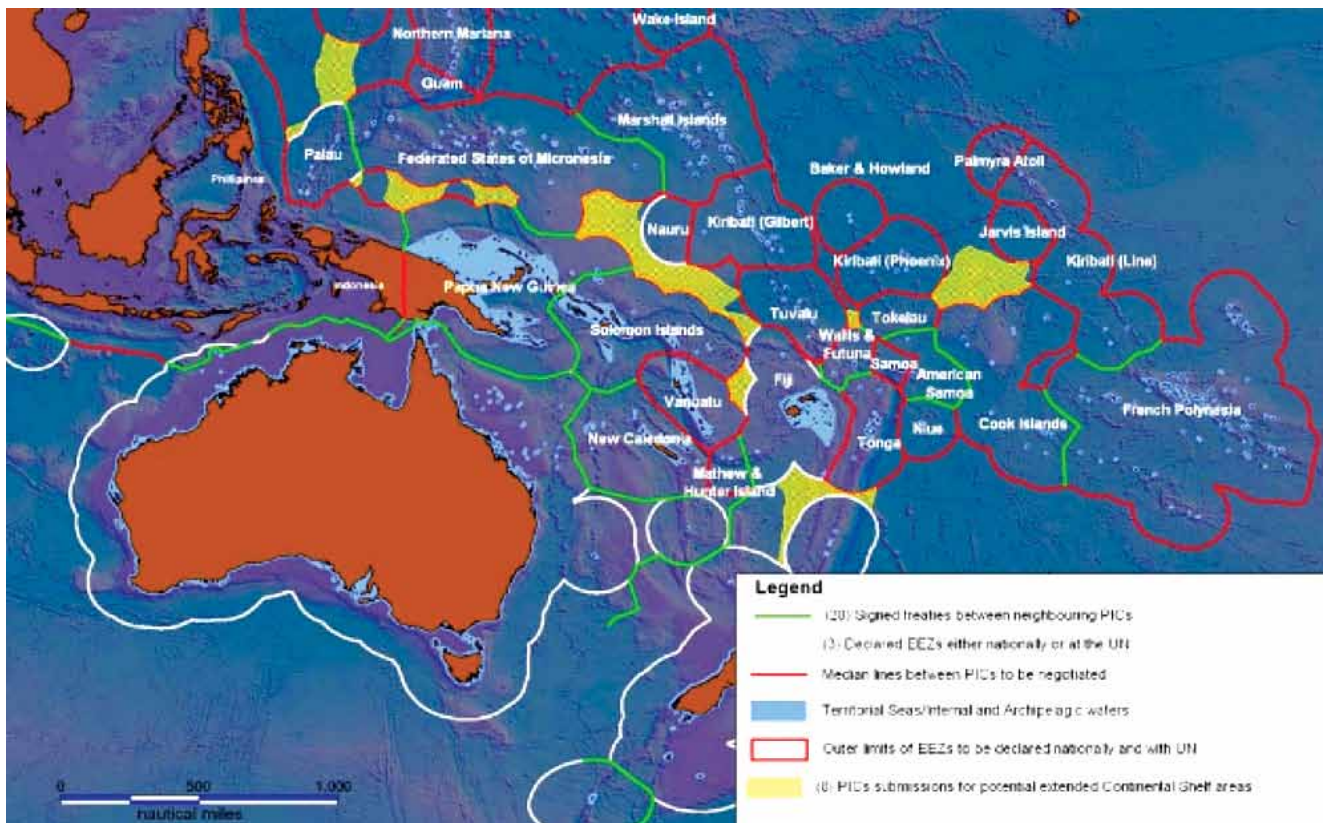
“ Together with our EEZs, the area of the earth s surface that most of our countries occupy can no longer be called small”

The majority of maritime boundaries in the Pacific are yet to be negotiated and declared (Figure 5, next page), despite their importance for ocean management and securing interests such as fisheries rights to access, exploit and conserve, the exploration and mining of minerals, oil and gas resources, biological diversity conservation, navigation and military uses.

#### ACTION 1A – PICS FORMALISE MARITIME BOUNDARIES AND SECURE RIGHTS OVER THEIR RESOURCES

Pacific Island Countries, as States Parties to UNCLOS, should in their national interest, deposit with the United Nations, base-point coordinates as well as charts and information delineating their maritime zones as a requisite to establishing and securing their rights and responsibilities over these large areas of ocean space.

Figure 5: Status of maritime boundaries in the Pacific (SOPAC 2010).



**ACTION 1B – REGIONAL EFFORT TO FIX BASELINES AND MARITIME BOUNDARIES TO ENSURE THE IMPACT OF CLIMATE CHANGE AND SEA-LEVEL RISE DOES NOT RESULT IN REDUCED JURISDICTION OF PICTS**

Once the maritime boundaries are legally established, the implications of climate change, sea-level rise and environmental change on the highly vulnerable baselines that delimit the maritime zones of Pacific Island Countries and Territories should be addressed. This could be a united regional effort that establishes baselines and maritime zones so that areas could not be challenged and reduced due to climate change and sea-level rise.

**STRATEGIC PRIORITY 2 Good Ocean Governance**

Setting policies and plans of action that promote the sustainable management and development of our ocean and its resources

“ No people on earth are more suited to be guardians of the world’s largest ocean than those for whom it has been home for generations.”

Our elders and forefathers understood the ocean and islands as one and made decisions that incorporated present and future interests across peoples and territories. We need to build appropriate frameworks that provide the best chances of successfully managing our resources in an integrated and sustainable way, drawing on our heritage and more recent best practices, standards and limits set by our communities and leaders, and international bodies.



Institutions that are a legacy of other cultures and places need to be adapted to the realities and strengths of the Pacific way and in particular the capacity for dialogue and consensus across cultures and distances to reach a common goal. Governance of our natural heritage should be built on the capacity of our most valued resource, people and communities, based on their traditional ties of stewardship to the land and sea. This local guardianship will need to be supported and coordinated by government institutions that have regained the wider perspective of sustainable development, management and conservation to facilitate dialogue including the interests of other groups. This coordination role, supported by inter-governmental organizations, includes overview of emerging issues and threats and international dimensions as well as management of the resources that sit outside the community purview, for geographical or other reasons. We call for support in developing this vision and practical aspects of institutionalizing this will need to emerge from the different national processes, some of which have made advances already.

#### **ACTION 2A – LEADERS MANDATE A STRENGTHENING OF THE REGIONAL INSTITUTIONAL FRAMEWORK FOR OCEAN GOVERNANCE AND POLICY COORDINATION.**

Establishment of a Regional Ocean Commissioner, with dedicated professional support, would provide the necessary high level representation and commitment that is urgently required to ensure dedicated advocacy and attention to ocean priorities, decisions and processes at national, regional and international levels.

#### **ACTION 2B – FOSTER PARTNERSHIPS TO INTEGRATE AND IMPLEMENT OCEAN PRIORITIES IN THE PACIFIC PLAN AND OTHER RELEVANT REGIONAL AND INTERNATIONAL INSTRUMENTS**

Establishment of a Regional Ocean Alliance/ Partnership mechanism facilitated by the Regional Ocean Commissioner to provide effective ocean policy coordination and implementation, facilitate regional cooperation for the high seas, as well as support for national ocean governance and policy processes when required. This should include the context for support and streamlining to achieve national commitments to MEAs. Inter-regional cooperation should be developed and fostered.

#### **ACTION 2C – PICTS INCORPORATE SUSTAINABLE USE AND DEVELOPMENT OF COASTAL AND OCEAN PRIORITIES IN NATIONAL DEVELOPMENT POLICY AND PLANNING**

Ocean governance guidance should be incorporated into national policy and planning, seeking to lay out specific implementation responsibilities, strategies and appropriate national budget allocations for integrated management and sustainable use of coastal and oceanic resources. This aims to offer a practical and inclusive approach to ocean and coastal issues building on existing processes rather than creating more policy documentation.

#### **ACTION 2D – PICTS DESIGN AND/OR CONSOLIDATE CLEAR COORDINATED INSTITUTIONAL MECHANISM FOR INTEGRATED OCEAN AND COASTAL MANAGEMENT**

Embracing integrated national approaches to ocean and coastal management across relevant sectors such as fisheries, minerals, transport, tourism, energy and environment will require institutional reform seeking to avoid duplication and clarifying responsibilities in the interests of cost effectiveness and efficiency.

## STRATEGIC PRIORITY 3 Sustainable development, management and conservation

### Putting policy into action to reclaim stewardship of the ocean as core to our Island livelihoods in a rapidly changing world.

“ The importance of our ocean for the stability of the global environment, for meeting a significant proportion of the world’s protein requirements, for the production of certain marine resources in waters that are relatively clear of pollution, for the global reserves of mineral resources, among others has been increasingly recognised and puts paid to the notion that Oceania is the hole in the doughnut.”

The heart of sustainable management, use and conservation of the Pacific Islands Ocean Region is translating the culture of ocean stewardship into effective management action. Significant threats and challenges face our islands and ocean including overfishing, depletion of resources, habitat damage, pollution, invasive species, inappropriate land management practices, and climate change. The management systems developed should above all build on our strengths of knowledge and culture as oceanic peoples to ensure cost effective management that can be sustained with a maximum of self reliance. Traditional and new tools are at our disposal including processes for dialogue and action by resource owners and users, large and locally-managed marine areas, protected areas, specific species sanctuaries, as well as zone-based management and use measures for target and non-target resources.

#### ACTION 3A PICTS IMPLEMENT INTEGRATED COASTAL RESOURCE MANAGEMENT ARRANGEMENTS DRAWING ON THE STRENGTHS AND TRADITIONS OF COMMUNITY, DISTRICT, PROVINCIAL AND NATIONAL LEVELS OF GOVERNMENT TO ACHIEVE SUSTAINABLE ISLAND LIFE

PICTs are increasingly demonstrating the key role their communities play in managing local resources. These efforts should be supported and coordinated at provincial and national levels to ensure enforcement and information is supplemented where necessary and that wider ecosystem and national interests can be incorporated into joint action.

#### ACTION 3B – PICTS EXPLORE AND BUILD ON MARINE SPATIAL PLANNING MECHANISMS FOR IMPROVED EEZ MANAGEMENT TO ACHIEVE ECONOMIC DEVELOPMENT AND ENVIRONMENTAL OBJECTIVES

Develop and strengthen appropriate security and enforcement mechanisms and spatial planning systems that guide multiple use for economic growth while maintaining ecosystem function and biodiversity integrity of coastal and ocean areas. These higher order management systems provide the fundamental basis for the use of spatial management tools in a nested fashion drawing from experiences in strict traditional closures, locally managed areas and large multiple use managed and protected areas. Aspects such as cross border security, food security, monitoring control and surveillance are fundamental for effective management systems.

#### ACTION 3C – REGIONAL INTERGOVERNMENTAL BODIES EXPLORE AND BUILD ON APPROACHES TO CONSERVE AND MANAGE HIGH SEAS RESOURCES AND DEEP SEA ECOSYSTEMS FOR THE COMMON GOOD

The high seas areas are under severe threat with evidence of overfishing of fish stocks, the destruction of deep sea ecosystems associated with sea mounts and increasing levels of illegal fishing. As



stewards of the Pacific Islands Ocean region, our interests transcend the limits of EEZs and requires novel management approaches. For example establishing and managing representative networks of marine protected areas, require prior environmental assessments to prevent harmful impacts from new and emerging activities, and protecting vulnerable marine ecosystems, including conditions on conservation and management of high seas resources, mindful of agreements relating to fishing access licenses and permits.

## STRATEGIC PRIORITY 4 Listening, Learning, Liaising and Leading

Seeking ocean leadership based on enriching our culture further and reinforcing our identities while sharing and learning with others

“ We begin with what we have in common and draw inspiration from the diverse patterns that have emerged from the successes and failures in our adaptation to the influence of the sea...”

Resource management approaches based purely on scientific information have had limited success. There is still much to learn and share from existing knowledge and experience in managing our complex and vast coastal and ocean environment. Capacity building, including formal, tertiary and vocational training, and research needs to be more carefully targeted at addressing our governance and management requirements. Effective processes are critical for sharing information and supporting leaders and champions which will underpin the success of these strategic priorities.

### ACTION 4A – FACILITATE PROCESSES THAT UTILIZE EXISTING KNOWLEDGE AND RESULTS IN NEEDS DRIVEN INFORMATION ACQUISITION AND TARGETED CAPACITY BUILDING FOR ACHIEVING POLICY AND MANAGEMENT OBJECTIVES

Given the often limited human and financial resources for sustainable ocean management and development, capacity building actions and formal education programmes will have to be cost-effective, targeted and thoughtful. Initiatives for consideration include establishing a supervised internship programme for recent graduates and school leavers; targeted scholarships; adopting “learning by doing” approaches which are an efficient and effective way of ensuring retention of knowledge and skills while implementing locally; providing support for mentoring programmes which allow for knowledge and skills transfer as well as offering opportunities for succession planning; encourage national training opportunities that are tailored to suit a country’s needs and only strategic attendance to regional and international workshops based on relevance; “on-the-job” learning exchanges between PICTs such as staff exchanges of marine protected areas to share experiences and lessons; and, strengthening negotiation skills for specific issues such as for shared maritime boundaries and impacts of climate change on the ocean. Similarly, processes must be improved to ensure that managers and local decision-makers define crucial information priorities and needs.

### ACTION 4B – INFLUENCE INTERNATIONAL AND REGIONAL OCEAN PRIORITIES, DECISIONS AND PROCESSES THROUGH RECLAIMING THE PACIFIC WAY AND ESTABLISHING A HIGH LEVEL REPRESENTATION ON OCEANS

Establish strong and well supported networks of leaders drawn from local communities, districts and provinces through to national and regional special issues advocates, ocean champions and ambassadors to bring the ocean and related issues to centre stage at local through to global levels. PICTs have shown important progress in specific aspects of ocean and coastal management, political

leaders of these countries should be supported in championing national and regional priorities in a regionally concerted way – *the whole is more than the sum of its parts*.

#### ACTION 4C – CONNECTING PEOPLE AND PLACES FOR SHARING, LEARNING AND ACTION

Build on traditional and more recent networks of relationships between peers for informing decision making at community, national and regional levels. National networks of practice have demonstrated their importance and these can be serviced by existing and future sub-regional networks and in turn learning can be stimulated between these at regional and international scales.

### STRATEGIC PRIORITY 5 Sustaining action

#### Building self reliance through nationally cost effective solutions and realizing the value of regional and international partnership

“ Those who maintain that the people of Oceania live from day to day not really caring for the long term benefits, are unaware of the elementary truth known by most native islanders that they plan for generations, for the continuity and improvement of their families and kin groups.”

The strategic priorities will require resourcing. Pacific island countries conventionally rely on development assistance for resource management activities but such sources are erratic and subject to external drivers. Governments will need to ensure that management systems are practicable and cost effective, maximizing the value of their cultural and human capital and wherever possible funded internally. Countries should explore the opportunities for regional alliances to improve returns from ocean resources and exploit emerging opportunities and strategic alliances with donors to improve coordination and novel mechanisms for financing.

#### ACTION 5A – PICTS TO ENSURE COST-EFFECTIVENESS OF MANAGEMENT APPROACHES AS A PRIORITY STEP TOWARDS SUSTAINABILITY OF FINANCING

The design or improvement of governance and management structures will need to be appropriate and affordable for each PICT, seeking efficiency in local and national institutions and maximizing the value of cultural and human capital to increase the likelihood of needs being met by national budgeting processes.

#### ACTION 5B – PICTS INCORPORATE CONSIDERATION OF THE ECONOMIC DEVELOPMENT BENEFITS OF SUSTAINABLE MANAGEMENT OF COASTAL AND MARINE RESOURCES IN DECISIONS AFFECTING NATIONAL DEVELOPMENT

PICTs explore opportunities for cooperation to strengthen their economies through cross-border investments and trading, shared access, common branding and consolidated marketing of marine resources. Other financial arrangements that could be explored include benefit or cost sharing strategies (more commonly referred to as ‘polluter pays’ or ‘beneficiaries pays’), incorporating marine environmental costs and benefits into national accounts, potential earnings from national enforcement of fishing regimes. For example, in the enforcement of penalties for illegal foreign fishing. Improved ocean management in the Pacific region will result in benefits not only to the PICTs but also to the global community, for example the protection of threatened species, food security or blue carbon sinks. To ensure that these systems persist, such financing mechanisms will need to incorporate approaches to ensure that sufficient benefits/costs reach the appropriate decision makers.

#### ACTION 5C – EXPLORE AND TEST FINANCING MECHANISMS TO SUPPORT IMPLEMENTATION OF OCEAN PRIORITIES AT REGIONAL AND NATIONAL LEVEL

The lack of secure and sustainable financing for ocean governance, management and development needs to be addressed. For example, a system of international, regional (and national) ocean goods and services taxation/levies could be introduced that secures sustainable ocean development, management and conservation.

The region, their oceanic resources and ecosystems provides a bank of critical environmental services underpinning the health of the planet. The health of our ocean must be acknowledged as a significant global economic, social and environmental contribution. Therefore support from the global community to strengthen the capacity of PICTs to sustainably manage the ocean must be seen as an ongoing global investment.

#### ACTION 5D – ENHANCE DONOR HARMONIZATION AND AID EFFECTIVENESS TO SUPPORT IMPLEMENTATION OF OCEAN PRIORITIES AT REGIONAL AND NATIONAL LEVEL

Improved donor harmonization and aid effectiveness must be guided by regional and national priorities and plans of action. The Paris and Accra Declarations and Cairns Compact provide a platform for this.

### STRATEGIC PRIORITY 6 Adapting to a rapidly changing environment

#### Seeking opportunities to adapt to, and mitigate, the impacts of climate change, climate variability, sea level rise, extreme events and, environmental and economic change

“ No single country in the Pacific can by itself protect its own slice of the oceanic environment; the very nature of that environment prescribes regional effort and to develop the ocean resources sustainably, a regional unity is required.”

The Earth's ocean and atmosphere are inextricably linked and in turn play an important, critical role in driving regional and global scale climate variations with increasing recognition of the role that the coastal and ocean environment play. The impacts of climate change to our ocean and islands are of great concern but more effort is needed to identify and taking advantage of emerging opportunities in the context of sustainable development priorities.

#### ACTION 6A – IDENTIFY A CENTRALIZED MECHANISM TO ASSESS EMERGING ISSUES, MANAGE RISKS AND EXPLORE OPPORTUNITIES

Working with existing organizations to identify a centralized mechanism, facilitated by the Regional Ocean Commissioner, that will assess and explore emerging issues and to ensure effective coordinated action. Issues requiring immediate attention include: the impacts of ocean acidification on our ecosystems, the role of our ecosystems as carbon sinks and sources and impacts on commercial and subsistence harvests. The focus of these regional efforts should be ensuring our resilience for the national and local interest and fostering greater international investment and expertise to support our research priorities. Results will allow greater confidence in negotiations and influencing international processes and mechanisms for scoping potential compensation or trading in the values of our ecosystem services.

**ACTION 6B ENSURE ENVIRONMENTAL AND CLIMATE CHANGE ADAPTATION AND MITIGATION ARE APPROPRIATELY INCORPORATED INTO SUSTAINABLE DEVELOPMENT, CONSERVATION AND GOVERNANCE ACTIONS**

Environmental change, climate change and loss of biodiversity cut across the whole development spectrum and therefore should be integrated within existing development processes. Adaptation to climate change will require long term engagement and investment at the international, regional, national and local levels and should support urgent development priorities, such as improved resource management systems, which provide the necessary basis for future adaptation actions. At the regional level there is a need to scope a comprehensive adaptation assessment that covers ocean ecosystems and addresses the radiative (such as sea level rise) and pollutant effects (such as ocean acidification) of climate change and synergies with other, relevant regional instruments must be made.

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# ANNEX 1

## Terms of Reference to design a Framework for a Pacific Oceanscape

**Reporting to:** SPREP on behalf of the Marine Sector Working Group

**Term:** Immediate start to be completed in draft form by 15 May 2010.

**Date:** March 31, 2010

## Background

Pacific Forum Leaders approved a concept for a Pacific Oceanscape at their 40th meeting held in Cairns, Australia in August 2009. The PF Leaders decided:

“68. Leaders welcomed the Pacific Oceanscape concept and its companion Pacific Ocean Arc initiative tabled by Kiribati aimed at increasing marine protected area investment, learning and networking. Leaders tasked the Secretariat, together with relevant CROP agencies and key partners, to develop a framework for the Pacific Oceanscape, drawing on the Pacific Islands Regional Ocean Policy as a priority area for attention under the Pacific Plan.”

The Pacific Forum Leaders’ (PIF’s) decision was based on a country initiative led by the Government of Kiribati and supported by Conservation International (CI). The Kiribati concept for the Pacific Oceanscape is given in Attachment 1 and should be considered as key guidance to this consultancy.

The development of the Pacific Oceanscape Framework reflects increased interest and attention to ocean and island conservation management. The three components envisaged are:

- Pacific Ocean Arcs,
- Climate Change and Ocean Security,
- Leadership and Learning.

These components are described in Attachment B.

**The Pacific Ocean Arc component** aims to foster development of terrestrial and Marine Protected Areas (MPAs), based on the natural archipelagic nature of some Pacific Island Countries and Territories, including consideration of territorial domains associated with Exclusive Economic Zones (EEZs), and opportunities for protected areas beyond these EEZs, in the surrounding high seas. For many such archipelagos, the implementation of Ocean Arcs will necessitate a transboundary approach and associated collaboration between nations.

**The Climate Change and Ocean Security component** recognizes the emerging issues of impact to our ocean, including ocean acidification and increasing ocean temperatures. This component also aims to investigate governance issues for our ocean including the security of EEZs and associated management and monitoring of high seas areas.

**The Leadership and Learning component** cuts across the first two components in that it seeks to support learning across initiatives eg protected areas and to support targeted research, learning and leadership in key areas for both the Pacific Ocean Arc, and the Climate Change and Ocean Security components.

Finally, the use of UNCLOS, other conventions, agreements and policies is seen to embody a key set of issues including the above components, and consideration of a regional implementing agreement for the Pacific Oceanscape warrants investigation.

## Purpose

To undertake a design consultancy for the Pacific Oceanscape Framework under the leadership and input of the CROP Marine Sector Working Group (MSWG, members are listed in Attachment 2) under the direct guidance of SPREP, with added assistance from CI. Specifically the consultant(s) will develop a framework for the Pacific Oceanscape that develops its three components:

- Pacific Ocean Arcs,
- Climate Change and Ocean Security,
- Leadership and Learning.

The Pacific Oceanscape Framework should clearly identify for each component, a summary of the baseline situation, the key issues recommended to be addressed, and synergies to existing initiatives (e.g. the Micronesia Challenge, the Pacific Marine National Monuments, etc.) or those that are planned for the future. Consideration should also be given to how the implementation of the Pacific Oceanscape Framework can support the Pacific Islands Regional Ocean Policy (PIROP), and offer linkages to other regional initiatives, such as Oceans 2020, which is sponsored by the International Union for Nature Conservation. Opportunities for resourcing and support together with any key risks envisaged also need to be identified. The resulting draft Pacific Oceanscape Framework will be finalized by the MSWG for submission to the 2010 meeting of PIF leaders.

## Tasks

To complete a draft Pacific Oceanscape Framework as per the above Forum Leaders decision in 2009 and drawing from the:

- Government of Kiribati's Pacific Oceanscape briefing paper ( see Attachment 1),
- PIROP and Pacific Plan and associated decisions relevant to the Pacific Oceanscape,
- Guidance and information from members of the MSWG, and
- Other relevant information and initiatives existing and planned in the region.

The consultant(s) is expected to work closely with the MSWG members and draw from experience in the region and internationally on key aspects. This includes:

- For the Pacific Ocean Arc component, developing a set of recommendations for both large marine managed areas (MPAs) and networks of smaller sites MPAs at island and/or archipelagic scale representative areas of all habitats. This may include a nested approach with for example of smaller MPAs within a larger MPA marine managed area. The Consultant(s) will also scope potential country/territory PICT interest in developing large marine managed areas/protected areas MPAs including those announced by Kiribati for the Phoenix and Line Islands, and proposed linkages with the USA Pacific Marine National Monuments, the Two Samoa initiative, and other potential sites in southern Micronesia and Polynesia. Synergies and linkages with the Micronesia Challenge, the Coral Triangle Initiative, the Locally Managed Marine Areas (LMMA) efforts will also need consideration. The Consultant (s) is also expected to draw from international experience and best practice knowledge for the development of large, regional-scale protected areas programmes, including CI's Seascope program, and other relevant multi government/transboundary protected area initiatives. The desired outcome will be a comprehensive roadmap detailing synergies between existing initiatives and applying the ocean arc approach throughout PICTs.
- For the Climate Change and Ocean Security component, the Consultant(s) is expected to provide an update on the current status of maritime boundary zones in the region and possible issues of risk to maritime zones posed by sea level rise. The Pacific Island Applied Geoscience

Commission (SOPAC) will be a key source of information in this regard given its mandate in both regional sea level monitoring and marine boundary delimitation and delineation. The Consultant(s) will also provide an analysis of current policies related to climate change and ocean management in the region outlining potential areas for consideration by PICTs.

- For the Leadership and Learning component, the Consultant(s) will use the work resulting from the two assessments above to outline priority research and learning initiatives across the Oceanscape and key areas to foster leadership from within the region.
- Across this framework the Consultant(s) should provide a preliminary analysis of the manner in which UNCLOS and other conventions, agreements and policies could be used for the development of a regional implementation agreement to support the Pacific Oceanscape.
- Within and across these components the Consultant(s) should attempt to design the Pacific Oceanscape Framework that scopes key enabling conditions, gaps, and capacity constraints; priority areas where interventions can commence; desired ecological outcomes with a particular focus on secured ecosystem services (climate, food, water, health and cultural securities and option values) providing for human well-being; and other factors required for long term sustainability of an Oceanscape approach.

## Outputs and Process

1. A draft Pacific Oceanscape Framework by 15 May 2010.
2. Incorporation of feedback on the draft Pacific Oceanscape Framework from MSWG members by 1st June 2010.
3. Presentation of the draft Pacific Oceanscape Framework to the MSWG 5-9th July 2010.
4. Finalisation of the draft Pacific Oceanscape Framework by 12 July 2010.
5. Final report of the Pacific Oceanscape Framework by 20 July 2010.

Duration: Immediate start envisioned, with a completion date of 20 July 2010.

# Pacific Oceanscape A Secure Future for Pacific Island Nations

Based on Ocean Conservation and Management

3 AUGUST 2009

## I. Introduction

Ocean conservation and management is the preeminent issue of our time and our region. Pacific Island people have depended on the ocean and its resources for millennia. But with declining fishery resources, overfishing and illegal, unreported and unregulated (IUU) fishing, rising sea levels and warming ocean temperatures, ocean acidification and pollution, the oceans are now changing rapidly in ways that our ancestors could not imagine, and in ways that degrade our people's lives and threaten our existence. The time has come for our region to join together and face common threats to the ocean, a resource that moves between our communities and that we share like the atmosphere we breathe. The time has come for a new Pacific Ocean vision as demonstrated by the **Pacific Oceanscape**.

Kiribati recognizes and applauds the efforts made for conservation and the environment through the innovative Micronesia Challenge and more recently the Coral Triangle Initiative. Kiribati further recognizes that the central Pacific, including islands of southern Micronesia and Polynesia, has had comparatively little attention or investment for protected area development and related environment initiatives. Kiribati believes the time is appropriate to address this imbalance as the central Pacific contains some of the most pristine and robust coral reefs, islands and marine systems remaining in the world today. To this end Kiribati is also announcing a companion **Pacific Ocean Arc** initiative to help provide focus and investment in this part of the Pacific region.

Kiribati believes that Forum leadership is needed to unite these conservation and sustainable development initiatives across the region, to ensure for example that learning and collaboration is maximized, and a **Pacific Oceanscape** could provide a framework for Forum Leadership and cooperation in this regard.

Critically, Kiribati believes that declaration of a **Pacific Oceanscape** is urgent and timely to foster needed attention on climate change impacts on the oceans. Largely ignored to date the impacts of both the radiative effect of CO<sub>2</sub> (sea level rise and temperature increase) and the direct pollutant effect of CO<sub>2</sub> (acidification) on the oceans needs to be fully considered. Further, the security of our maritime zones is potentially under threat from sea level rise and collaboration under the **Pacific Oceanscape** offers a way to unite our efforts and effectively address solutions, including implementation of UNCLOS in our region.

A **Pacific Oceanscape** could extend from Micronesia, Melanesia and throughout Polynesia, noting the opportunity for the **Pacific Oceanscape** to traverse tropical and temperate systems from Hawaii to New Zealand. The Oceanscape could be simply defined as a large, multiple use area, defined strategically and scientifically, in which governments, regional agencies, donors, civil society, and

other stakeholders cooperate to conserve the diversity and abundance of life in the ocean and on land and in doing so secure ecosystem services that provide for human well-being. Active partnership within the Oceanscape and with interested parties to support Oceanscape work would be strongly fostered. The **Pacific Oceanscape** would encompass millions of square kilometers of life sustaining ocean. Within this region we can look at all peoples, islands, ocean resources and problems in a shared framework, the Pacific Ocean, which is the context of our lives, our livelihoods and our collective future. This initiative will respect our cultural differences and national sovereignty, but we will identify and solve common problems and will seek funding, expertise and resources from common partners. Together, we will be stronger and more convincing on ocean issues than separately. If we are able to rise up and meet this challenge, as a community connected by this great ocean, we will prosper in our economic security, food security, climate security, and cultural security.

Kiribati sees this key opportunity for a **Pacific Oceanscape** that gives due recognition and profile to the islands that have long sustained our peoples. Scientists, donors, and countries outside our region now understand the global importance of the ocean. They understand that the oceans are like the lungs of our planet because they produce most of the oxygen from tiny ocean plants, that the oceans are the primary climate regulator for earth holding most of the heat and 50 times more carbon than the atmosphere, and that the oceans provide protein for one out of every four persons on earth each day. If we join together, we can align with this new global view of the oceans and we have one fantastic advantage: most of the world's ocean is in the Pacific and most of the Pacific is in our region.

In recent years a variety of innovative and important ocean conservation and management initiatives have emerged in the Pacific, including the Micronesia Challenge, The Phoenix Islands Protected Area, the United States Pacific Islands Marine Monuments, the Nauru Agreement, the Coral Triangle Initiative, and many others. The **Pacific Oceanscape** potentially provides a larger framework, consistent with our Pacific Forum Leaders Ocean Policy and Pacific Plan, to look at all of these initiatives together, understand their connectivity, learn from each other and help us plan additional coordinated activities, science and projects in the future that make one cohesive whole.

In essence the Pacific Oceanscape demonstrates at scale a new level ocean stewardship in the heart of the Pacific Ocean.

## II. Pacific Oceanscape Key Components

Three key components underlie the proposed Forum's Pacific Oceanscape namely:

- Pacific Ocean Arcs
- Climate Change and Ocean Security
- Leadership and Learning
- Pacific Ocean Arcs – protected areas for our Oceanscape

**Pacific Ocean Arcs** are based on the natural island archipelago nature of the Pacific, inclusive of land and sea out to the EEZ footprint of these island chains. These Arcs embody a focus on integrated marine and terrestrial protected area development and the overall conservation and sustainable management of some of the world's most pristine and remote coral reef based marine and island ecosystems. Protected areas are a common-sense, cost-effective response to building our resilience to impacts of climate change. Pacific Ocean Arcs are the building blocks of an Oceanscape. This



component seeks to highlight the investment needed for protected areas in particular in the central Pacific, which has received comparatively little attention and investment to date in protected areas, but potentially more widely across the Oceanscape. Learning from experience in the Micronesia Challenge, Coral Triangle Initiative and more widely from the Locally Marine Managed Area networks will be a key focus. In keeping with our Christian values the Pacific Ocean Arcs will foster stewardship of our wildlife and resources in a manner reminiscent of the Noah's Arc biblical story.

Arc implementation will notably assist states meet their commitments and goals as parties to international and regional conventions, agreements and strategies. In particular Pacific Ocean Arcs would significantly contribute to commitments made under the Convention on Biological Diversity, including the Protected Areas and Island Biodiversity Programmes. Further increased participation in the World Heritage Convention to foster global recognition and conservation of our natural and cultural heritage holds much potential. Earlier this year Kiribati has submitted nomination of the Phoenix Islands Protected Area (PIPA) to the UNESCO World Heritage List as an outstanding natural site. We seek support from other parties to the World Heritage Convention to ensure PIPA is listed. At the regional level the Pacific Ocean Arc programme would be seen as an implementing initiative to support the Action Strategy for Nature Conservation and Protected Areas 2008-2012.

Further the leadership for protected area development within our sovereign areas must be matched by development of high seas marine protected areas if we are to be truly ocean stewards. Pacific Island States have shown strong leadership in this regard with the third arrangement under the Nauru Agreement with the restrictions on licenses given to not fish in some high seas areas pockets, and we are moving to stop fishing in the other two high seas pockets. This is a good start, but we need also to ensure that protected areas are inclusive and representative of all habitats and areas in our ocean, fully legally recognized and thus effort must be extended to find effective mechanisms for protected areas on the high seas. Investigation in to this aspect, under the framework of a Pacific Oceanscape, including how UNCLOS could be better implemented in our ocean, is a high priority.

**Kiribati announces its first commitment to a Pacific Ocean Arcs programme** the Phoenix Islands and Line Islands Ocean Arcs. Kiribati has already established the Phoenix Islands Protected Area (PIPA) covering more than 400,000 sq km and recognizes that the USA possessions of Howland and Baker Islands, the remaining two Phoenix Islands, are now part of the new USA Pacific Marine National Monuments. Kiribati is currently assessing protected area needs in its Line Islands as well as addressing key threats such as invasive species and recognizes that the remaining USA possessions of Kingman Reef, Palmyra Atoll and Jarvis Island in the Line Islands are now also part of the USA Pacific Marine National Monument. Kiribati warmly invites the United States of America to develop collaborative management of these entire island archipelago systems so to ensure Arc integrity. A key task is to develop effective co-management, cooperation and peer learning across these two Pacific Ocean Arcs, to ensure the Phoenix and Line Islands in their entirety remain two of the most pristine coral reef archipelagos remaining in the world.

**Kiribati recognizes the need to address threatened and migratory species conservation and management** as an area based approach, is necessary but not sufficient. By itself can not address the full range of these species needs. Kiribati is particularly concerned to ensure the trends of continued decline of turtle populations in our region is addressed through adequate resourcing, both funding and expertise, of agreed strategies such as that SPREP Marine Species Programme. If we lose turtles we lose part of ourselves, our culture and identity. Kiribati believes we need to recognize, understand and learn from the past impact of unsustainable use on such species and foster their recovery. We see

this in our own waters, in the 18<sup>th</sup> and 19<sup>th</sup> century hundreds of sperm whales were taken from what is now our Phoenix Islands, in developing our Phoenix Islands Protected Area we have with partners completed 4 scientific expeditions – in the last decade – not one has sighted a sperm whale in these islands where previously they were once abundant – where have the whales gone? Why have they not recovered?

**Kiribati warmly invites other Pacific States to join** and work together to develop and expand the Pacific Ocean Arc concept and notes the opportunity for discussions at the forthcoming Pacific Conference on Marine Managed Areas in French Polynesia in November 2009. Expansion in this way can address the current imbalance and relative lack of investment in protected areas in the central Pacific.

**Kiribati invites interested Forum partners, donors, inter and non government organizations** to join and support this effort through partnership, capacity building and resourcing. In particular integrating conservation management effort across fisheries and environment sectors could be well fostered by our regional environment and fisheries agencies, SPREP, SPC and FFA and be reflected in Pacific Plan implementation priorities.

**Kiribati acknowledges Conservation International(CI) and New England Aquarium (NEAq)** as foundation partners in the Phoenix Islands Ocean Arc and further welcomes the commitment of Conservation International and NEAq to provide expertise, training and resources for the Pacific Oceanscape initiative, including the Pacific Ocean Arc component.

**In the coming year** Kiribati will work with all interested parties to develop the Pacific Ocean Arc concept fully in the coming year. Kiribati will request a special session on this concept at the Pacific Regional Conference on Marine Managed Area meeting in November in French Polynesia.

## Climate Change and Ocean Security and Governance

Protected Area development and investment as embodied in the Pacific Ocean Arc concept is a primary adaptive tool for building resilience of our environment to the impacts of climate change. But it is not enough.

Our ocean sustains our way of life, either directly or indirectly, through the ecosystems services the ocean provides such as food, as the primary driver of climate through heat transfer from atmosphere to ocean, regulation of our weather, our water and oxygen and by supporting most of the world's biodiversity.

Critically for understanding and addressing climate change issues the oceans:

- are the major sink of heat and have absorbed >80% of the heat added to the climate system which have increased average sea temperatures to depths of at least 3,000 metres and is causing sea level rise, and
- have absorbed more than 50% of all anthropogenic carbon emissions over the last 200 years, causing ocean acidification with a reduction of surface water pH of 0.1, equivalent to a 30% increase in hydrogen ions .

Kiribati believes climate change impacts on the oceans, both through the radiative and pollutant effect of CO<sub>2</sub> increases has not been recognized sufficiently, and the Pacific Oceanscape offers an opportunity for the region to unite on issues for climate change and ocean management.

With regard to sea levels, the predicted rise rates and levels vary considerably, although a noticeable trend in recent publications is increasing estimates of the scale and variation in sea level rise. It appears that scientists may be underestimating global warming risks like due to the more rapid melt of ice sheets. For example, a recent USA Geological Survey report predicts by the year 2100 the sea level would rise an extra 1.2 metres and temperatures would increase more than they had earlier predicted. This is more than 2.5 times the IPCC earlier projection. The US report states "the world will face the possibility of a much more rapid climate change than previous studies had suggested." Further we now expect in the coming three year period an El Nino event, the intensity and coverage of this oscillation will further amplify the impacts of climate change.

As a low-lying atoll nation and a nation that depends on the security of its EEZ for its economic well being Kiribati, is particularly concerned to ensure that impacts of climate change both on land and ocean are addressed and precautionary and ecosystem based approaches are used as a prime basis of management. To that end under a Pacific Oceanscape Forum countries and partners need to:

- Ensure there is no risk of loss of maritime zones due to sea level rise, using either diplomatic or legal means.

Under UNCLOS, the right to maritime zones (territorial seas and EEZs) is largely determined from the land baseline and/or for archipelagic states from the fringing reefs. If land and/or reefs disappear due to sea level rise then the right to maritime zones could disappear as well. EEZs and related access to and management of resources therein are a primary source of economic development and security for all Pacific Island states. Kiribati is aware that some nations in the world today are undertaking extensive sea wall fortifications to prevent the loss of some islands costing hundreds of millions of dollars and securing hundreds of thousands of EEZ rights in doing so and/or planning coastal fortifications for sea level rise in the order of metres. The cost of these measures, let alone securing needed expertise, is likely prohibitive for Pacific Island States. A first measure in a Pacific Oceanscape could be for Forum countries to declare EEZ boundaries in this region will not be retracted due to impacts of sea level rise and call on the international community to respect this declaration, and work with other States such as Japan, Taiwan, Korea the United States and the European Union to declare their agreement to this principle. As an idea, boundaries could be frozen as they were at 1990. If this cannot be achieved through diplomatic means, then Kiribati and/or other States could seek an adjudication through the UN Tribunal for the Law of the Sea (ITLOS).

The global community is increasingly recognizing the need to address climate change impacts to islands from sea level rise, temperature increases and associated relocation issues for low lying island nations. However the impacts from acidification and changes in the ocean and its ability to sustain our way of life and on our rights and associated governance of our ocean are not sufficiently recognized and addressed. Under a Pacific Oceanscape initiative Kiribati believes it is timely to:

- Recognize that marine protected area development and investment, including on the High Seas and as exemplified in the Pacific Ocean Arc Concept, Micronesia Challenge and Coral Triangle Initiative, is a key mechanism to increase resilience to ocean acidification and climate change.
- Ensure that RFMOs incorporate climate change and CO<sub>2</sub> considerations, as well as the ecosystem and precautionary approach, into their conservation and management measures. All ocean resource management needs to take climate change into account. Already the IWC has declared in a resolution this year that this should be done for whale management.

- Ensuring a precautionary and ecosystem based approach underlie all actions taken. This includes committing to do no harm to our oceans, using EIA tools to assess activities, banning destructive practices, and ensuring that stressors e.g. pollution, over fishing are reduced to increase resilience to climate change impacts.
- Increase research effort into the effects on climate change and CO<sub>2</sub> on the oceans. In particular limits on CO<sub>2</sub> emissions based on ocean acidification may differ from those based on surface temperature increases and climate change. Adaptation and mitigation solutions need to be identified and the IPCC model offers a useful approach to directing and using research to guide management.
- Recognize need for immediate CO<sub>2</sub> emission cuts and to strengthen Forum nation's individual and collective call for an effective outcome at COP15 in Copenhagen.
- Recognize that a climate regime negotiations need to consider impacts to the global oceans more in a comprehensive manner. Negotiations must recognize and take into account the limits to the marine environment's absorption of carbon.

## UNCLOS

Effective implementation of UNCLOS in our region, ocean and globally offers a key mechanism and way forward to address the issues fostered under the proposed Pacific Oceanscape. Kiribati believes that much of the above issues can be addressed through developing an implementation agreement under UNCLOS. Such an agreement needs to take into account and use regional mechanisms and a Pacific Oceanscape could foster support at regional and international levels to develop an implementation agreement under UNCLOS strongly founded on a precautionary and ecosystem based approach. An implementing agreement could set out key principles such as area based management including MPAs in the high sea, the conducting of environmental impact assessments, implementation of conservation and management measures in the high seas and the equitable sharing of marine genetic resources.

## Leadership and Learning

Leadership and learning, particularly through well targeted research, is critical to every issue and action identified above. For example collaboration and learning across all protected area initiatives in the region through effective networking mechanisms is key for the future development of not only the proposed Pacific Ocean Arc protected areas but for those developed under the Micronesia Challenge and Coral Triangle Initiatives.

Research and learning into the effects and limits to the ocean's role in absorbing CO<sub>2</sub> and heat are critical to understanding impacts from climate change and developing adaptive measures. An IPCC based model could assist in focusing attention globally in this regard.

Further Kiribati is aware of civil society initiatives such as the IUCN led Pacific Ocean 2020 Challenge

and the development by CI and New England Aquarium of an Ocean Health Index. These initiatives could offer promise, resources and tools useful for the development and implementation of a Pacific Oceanscape and Kiribati would like to see Forum member interest fostered in looking at these complementary initiatives and developing them further.

Importantly the Pacific Oceanscape offers the Forum and its partners an opportunity to focus effort and provide leadership needed for ocean and island conservation and management.

### III. In the coming year ..

Kiribati seeks Forum Leaders endorsement of the Pacific Oceanscape initiative and its development under Forum Leadership consistent with the Pacific Plan and Ocean Policy.

Important next steps in the coming year are:

- Developing and agreeing at the 41<sup>st</sup> Pacific Leaders Forum the Pacific Oceanscape initiative as part of the Pacific Plan's ongoing implementation and to breathe new life and impetus for implementation into the Forum's Ocean Policy.
- As part of the Pacific Oceanscape developing the Pacific Ocean Arc concept at the forthcoming Pacific Regional Conference on Marine Managed Areas meeting in French Polynesia, November 2009.
- Ensuring that climate change negotiations in Copenhagen at UNFCCC COP 15 take fully into account impacts from climate change to the oceans.
- Tasking the Forum Secretariat, with assistance from regional agencies, governments, donors, partners and civil society engagement, to examine UNCLOS implementation in this region with the view to calling for an implementation agreement that addresses regional and international concerns and needs as articulated above, including the security of maritime zones in the face of climate change, establishment of high seas MPAs, the use of EIAs to prevent harm to our ocean and to ensure a precautionary and ecosystem based approach is fostered.
- Resources, expertise and funding, will be required to develop many of these initiatives. Governments, donors, partners and civil society are all seen key players in the development of the Pacific Oceanscape. Innovative funding mechanisms, similar to that being developed to address climate change and forest issues need to be developed for adaptation, mitigation and compensatory measures needed for climate change impacts on our ocean.

### IV. Summary

Kiribati believes that time is of the essence and we have not more than a decade to truly agree and address issues of ocean and island conservation and management in order to reduce and mitigate threats and implement needed adaption measures and secure our future.

Kiribati believes that the Pacific Forum, through its Pacific Plan and Ocean Policy have the requisite foundation agreements to address this but it is not enough. We need to provide a focus and foster greater attention from both ourselves and the global community to these issues. Kiribati believes that development of the Pacific Oceanscape approach offers much promise to achieve this recognition and action.



Kiribati advocates the development of a Pacific Oceanscape approach under Forum leadership to unite and foster ocean and island conservation and management and as a high implementation priority under the Pacific Plan and to provide a basis to renew commitment to implement the Forum's Ocean Policy.

## References

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Currie, D. draft 2009 The possible loss of maritime zones due to the loss of land caused by climate change.

Currie, D and Wowk, K Climate Change and CO2 in the Oceans and Global Oceans Governance.

IPCC, 2007: Climate Change 2007 Synthesis Report.

IUCN Pacific Ocean 2020 – brochure and synthesis report.

SPC 2005 Pacific Islands Regional Ocean Policy and Framework for Integrated Strategic Action

SPREP Action Strategy for Nature Conservation and Protected Areas 2008-2012

# ANNEX 2

This annex contains the status of Pacific Island countries in respect of ratification, signing or accession to ocean relevant multi-lateral environmental agreements; brief descriptions of these conventions and agreements and any key obligations of these instruments that may be applicable to Pacific Island Countries, under a Framework for Pacific Oceanscape.

## Status of ocean relevant multi-lateral environmental agreements and Pacific Island Countries and Territories

| Conventions and Agreements  | CI | FSM | FJ | KI | MH | NR | NU | PH | PNG | WS | SI | TO | TV | VU | AU | FR  | NZ | USA |
|---|----|-----|----|----|----|----|----|----|-----|----|----|----|----|----|----|-----|----|-----|
| <b>INTERNATIONAL</b>  |    |     |    |    |    |    |    |    |     |    |    |    |    |    |    |     |    |     |
| <b>UNCLOS</b> 16 November 1994<br><a href="http://www.un.org/Depts/los/convention_agreements/texts/unclos/unclos_e.pdf">http://www.un.org/Depts/los/convention_agreements/texts/unclos/unclos_e.pdf</a>                                 | R  | A   | R  | A  | A  | R  | R  | A  | R   | R  | R  | A  | R  | R  | R  | R   | R  | -   |
| <b>UN Fish Stocks Agreement</b> 11 December 2001<br><a href="http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N95/274/67/PDF/N9527467.pdf?OpenElement">http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N95/274/67/PDF/N9527467.pdf?OpenElement</a> | A  | R   | R  | A  | R  | A  | R  | A  | R   | R  | A  | R  | A  | S  | R  | R   | R  | R   |
| <b>Convention on Biological Diversity</b> 29 December 1993<br><a href="http://www.cbd.int/convention/convention.shtml">http://www.cbd.int/convention/convention.shtml</a>   | R  | R   | R  | A  | R  | R  | A  | A  | R   | R  | R  | A  | R  | R  | R  | R   | R  | S   |
| <b>Catagena Protocol</b> 11 September 2003<br><a href="http://www.cbd.int/biosafety/protocol.shtml">http://www.cbd.int/biosafety/protocol.shtml</a>   | S  |     | R  | R  | A  | A  | A  | R  | A   | R  | A  | A  |    |    | R  | apv | R  |     |
| <b>CITES</b> 1 July 1975<br><a href="http://www.cites.org/eng/disc/text.shtml">http://www.cites.org/eng/disc/text.shtml</a>   |    |     | A  |    |    |    |    |    | A   | A  | A  |    |    | A  | R  | R   | R  | R   |
| <b>Convention on Wetlands (Ramsar)</b> 1975<br><a href="http://www.ramsar.org/cda/en/ramsar-documents-texts-convention-on-main/ramsar/">http://www.ramsar.org/cda/en/ramsar-documents-texts-convention-on-main/ramsar/</a>              |    |     | R  |    | R  |    |    | R  | R   | R  |    |    |    |    | R  | R   | R  | R   |
| <b>World Heritage Convention</b> 1972<br><a href="http://whc.unesco.org/en/conventiontext">http://whc.unesco.org/en/conventiontext</a>  | R  | A   | R  | A  | A  |    | A  | A  | A   | A  | A  | A  |    | R  | R  | A   | R  | R   |
| <b>Convention for the Regulation of Whaling</b> 1946<br><a href="http://www.iwcoffice.org/_documents/commission/convention.pdf">http://www.iwcoffice.org/_documents/commission/convention.pdf</a>                                       |    |     |    | R  | R  | R  |    | R  |     |    | R  |    | R  |    | R  | R   | R  | R   |
| <b>UNFCCC</b> 21 March 1994<br><a href="http://unfccc.int/essential_background/convention">http://unfccc.int/essential_background/convention</a>  | R  | R   | R  | R  | R  | R  | A  | A  | R   | R  | R  | A  | R  | R  | R  | R   | R  | R   |
| <b>London Convention</b> 1972<br><a href="http://www.imo.org/">http://www.imo.org/</a>  |    |     |    | R  |    | R  |    |    | R   |    | R  | R  |    | R  | R  | R   | R  | R   |
| <b>London Protocol</b> 1996<br><a href="http://www.imo.org/">http://www.imo.org/</a>  |    |     |    |    | A  |    |    |    |     |    |    | A  |    | A  | R  | A   | R  |     |
| <b>MarPol</b> 2 October 1983  | R  |     |    | R  | R  |    |    |    | R   | R  | R  | R  | R  | R  | R  | R   | R  | R   |
| <b>Basel Convention</b> 1992<br><a href="http://www.basel.int/text/documents.html">http://www.basel.int/text/documents.html</a>   | A  | A   |    | A  | A  | A  |    |    | A   | A  |    | A  |    |    | A  | AA  | R  | S   |
| <b>REGIONAL</b>   |    |     |    |    |    |    |    |    |     |    |    |    |    |    |    |     |    |     |
| <b>Apia Convention</b> 26 June 1990<br><a href="http://www.sprep.org/Factsheets/pdfs/Archive/">http://www.sprep.org/Factsheets/pdfs/Archive/</a>  | R  |     | R  |    |    |    |    |    |     | R  |    |    |    |    | R  | R   |    |     |
| <b>Noumea Convention</b> 1990<br><a href="http://www.sprep.org/legal/documents/NoumeaConvProtocols.doc">http://www.sprep.org/legal/documents/NoumeaConvProtocols.doc</a>  | R  |     | R  |    | R  | R  |    | S  | R   | R  | R  |    | S  |    |    |     |    |     |
| <b>Waigani Convention</b> 1995<br><a href="http://www.sprep.org/factsheets/pdfs/waiganiconv">http://www.sprep.org/factsheets/pdfs/waiganiconv</a>   | R  | R   | R  | R  |    | S  | R  | S  | R   | R  | R  | R  | A  | R  | R  | R   | R  |     |
| <b>WCPF Convention</b> 19 June 2004<br><a href="http://www.wcpfc.int/doc/wcpfc6-200907/status-convention">http://www.wcpfc.int/doc/wcpfc6-200907/status-convention</a>  | R  | R   | R  | A  | R  | R  | R  | R  | R   | R  | R  | R  | R  | R  | R  | A   | R  | R   |

## Brief descriptions and relevant key obligations of ocean relevant multi-lateral environmental agreements, for Pacific Island Countries and Territories within the Framework of Pacific Oceanscape

| Conventions and Agreements   | Summary description   | Key provisions & synergies with other legal instruments   |
|--|---|---|
| <p><b>UNCLOS</b> 16 November 1994<br/> <a href="http://www.un.org/Depts/los/convention_agreements/texts/unclos/unclos_e.pdf">http://www.un.org/Depts/los/convention_agreements/texts/unclos/unclos_e.pdf</a></p>                                 | <p>The 1982 United Nations Convention on the Law of the Sea (UNCLOS) comprises 320 articles and nine annexes, governing all aspects of ocean space. It seeks to, among other things, enable coastal States delimitation of maritime zones such as internal waters, territorial seas, contiguous and exclusive economic zones and an extended continental shelf claim; address navigational rights and rights of usage in maritime zones; explore and exploit, conserve and manage living (fisheries &amp; genetic matter) and non living (oil, gas &amp; minerals) natural resources; jurisdiction over the protection &amp; preservation of the marine environment as well as marine scientific research, economic and commercial activities, transfer of technology and the settlement of disputes relating to ocean matters.</p> | <p>Pollution – UNCLOS obliges governments to take measures to prevent, reduce and control pollution of the marine environment from land-based sources (see particularly Articles 194 and 207).</p>  |
| <p><b>UN Fish Stocks Agreement</b> 11 December 2001<br/> <a href="http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N95/274/67/PDF/N9527467.pdf?OpenElement">http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N95/274/67/PDF/N9527467.pdf?OpenElement</a></p> | <p>The 1995 Agreement, under UNCLOS, relating to the Conservation and Management of Straddling Fish Stocks and Highly Migratory Fish Stocks (the <a href="#">UN Fish Stocks Agreement</a>) entered into force generally in December 2001. The Agreement's principal objective is to ensure the long-term conservation and sustainable use of straddling and highly migratory fish stocks. The Agreement elaborates upon provisions of United Nations Convention on the Law of the Sea (UNCLOS) and aims to greatly improve the international management of fishing on the high seas. In particular, the Agreement strengthens the legal regime for conservation and management of highly migratory and straddling fish stocks implemented through global, regional and sub-regional fisheries management organisations (RFMOs).</p> | <p>(Refer UNCLOS)</p>   |
| <p><b>Convention on Biological Diversity</b> 29 December 1993<br/> <a href="http://www.cbd.int/convention/convention.shtml">http://www.cbd.int/convention/convention.shtml</a></p>   | <p>The Convention on Biological Diversity (CBD) has three main goals: conservation of biodiversity; sustainable use of biodiversity; and, the fair and equitable sharing of benefits arising from the use of genetic resources. Its overall objective is to encourage actions which will lead to a sustainable future. It also covers biotechnology including through the Cartagena Protocol on Biosafety.</p>  | <p>Synergies exist between the Rio Conventions (CBD, UNFCCC and UNCCD) and are documented in various reports and events. (<a href="http://www.cbd.int/mechanisms">www.cbd.int/mechanisms</a>). The CBD has signed MoC/MoU (memorandums of cooperation /understanding) and joint work programmes with CITES, Ramsar and the CMS and a MoC with the Convention for the Regulation of Whaling (<a href="http://www.unep-wcmc.org/conventions/">www.unep-wcmc.org/conventions/</a>)</p> |
| <p><b>Catagena Protocol</b> 11 September 2003<br/> <a href="http://www.cbd.int/biosafety/protocol.shtml">http://www.cbd.int/biosafety/protocol.shtml</a></p>   | <p>Catagena Protocol is a supplementary agreement to the CBD and seeks to protect biological diversity from the potential risks posed by <a href="#">living modified organisms</a> resulting from modern biotechnology. It establishes an <a href="#">advance informed agreement (AIA)</a> procedure for ensuring that countries are provided with the information necessary to make informed decisions before agreeing to the import of such organisms into their territory. The Protocol also establishes a <a href="#">Biosafety Clearing-House</a> to facilitate the exchange of information on living modified organisms and to assist countries in the implementation of the Protocol.</p>  | <p>The Protocol contains reference to a <a href="#">precautionary approach</a> and reaffirms the precaution language in Principle 15 of the Rio Declaration on Environment and Development.</p>   |
| <p><b>CITES</b> 1 July 1975<br/> <a href="http://www.cites.org/eng/disc/text.shtml">http://www.cites.org/eng/disc/text.shtml</a></p>   | <p>The Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) aims to ensure that international trade in specimens of wild animals and plants does not threaten their survival.</p>  | <p>Objective 5.1 of CITES Strategic Vision (2000-2005) is "to ensure an optimal working relationship with UNEP, as well as close coordination and synergy with CBD and other relevant multilateral environmental agreements". It has signed memorandums of cooperation and joint work programmes with the CBD and CMS and specifically mentions strengthening of links with the Convention for the Regulation of Whaling.</p>   |

| Conventions and Agreements   | Summary description   | Key provisions & synergies with other legal instruments   |
|--|---|---|
| <p><b>Convention on Wetlands (Ramsar) 1975</b> <a href="http://www.ramsar.org/cda/en/ramsar-documents-texts-convention-on/main/ramsar/">http://www.ramsar.org/cda/en/ramsar-documents-texts-convention-on/main/ramsar/</a></p> | <p>The “Ramsar Convention” commits member countries to maintain the ecological character of their Wetlands of International Importance and to plan for the wise or sustainable use, of all of the wetlands in their territories, under “three pillars” of: Ensuring the conservation and wise use of wetlands it has designated as Wetlands of International Importance; Including as far as possible the wise use of all wetlands in national environmental planning; and, Consulting with other Parties about implementation of the Convention, especially in regard to transboundary wetlands, shared water systems, and shared species. The Convention uses a broad definition of the types of wetlands covered in its mission, including lakes and rivers, swamps and marshes, wet grasslands and peatlands, oases, estuaries, deltas and tidal flats, near-shore marine areas, mangroves and coral reefs, and human-made sites such as fish ponds, rice paddies, reservoirs, and salt pans.</p> | <p>Ramsar, in its Strategic Plan (2003-2008) calls for stronger and formalized linkages between Ramsar and other international and/or regional environmental conventions and agencies, so as to advance the achievement of shared goals and objectives relating to wetland species or issues (Objective 7.2). It has signed memorandums of cooperation with the CBD, Convention on Conservation of Migratory Species of Wild Animals (CMS), UNCCD, UNESCO World Heritage Convention, UNFCCC and various regional conventions (such as SPREP) and basin commissions.</p> |
| <p><b>World Heritage Convention 1972</b> <a href="http://whc.unesco.org/en/conventiontext">http://whc.unesco.org/en/conventiontext</a></p>   | <p>The most significant feature of the 1972 World Heritage Convention is that it links together in a single document the concepts of nature conservation and the preservation of cultural properties. The Convention recognizes the way in which people interact with nature, and the fundamental need to preserve the balance between the two.</p>   | <p>The WHC works closely, under signed memorandums of cooperation, with the CBD and the Ramsar Convention and carries within its Operational Guidelines provisions for strengthening of synergies with other agreements, including the other Biodiversity-related conventions.</p>  |
| <p><b>Convention for the Regulation of Whaling 1946</b> <a href="http://www.iwcoffice.org/_documents/commission/convention.pdf">http://www.iwcoffice.org/_documents/commission/convention.pdf</a></p>                          | <p>The purpose of the Convention is to provide for the proper conservation of whale stocks and thus make possible the orderly development of the whaling industry. Measures which govern the conduct of whaling throughout the world is laid down in the Schedule to the Convention and includes among other things, provision for the complete protection of certain species; designation of specified areas as whale sanctuaries; setting limits on the numbers and size of whales which may be taken; prescribing open and closed seasons and areas for whaling; and prohibiting the capture of suckling calves and female whales accompanied by calves.</p>   | <p>Close coordination between the Convention for the Regulation of Whaling and the CBD, CMS and CITES is necessary given cross-cutting issues that are generic to each of these instruments. For example, CITES resolution 11.4 specifically calls for strengthening of collaboration with the Commission and the Convention regarding the conservation and the trade with cetacean specimens.</p>  |
| <p><b>UNFCCC 21 March 1994</b> <a href="http://unfccc.int/essential_background/convention">http://unfccc.int/essential_background/convention</a></p>   | <p>The United Nations Framework Convention on Climate Change sets an overall outline for intergovernmental efforts to tackle the challenge posed by climate change. It recognizes that the climate system is a shared resource whose stability can be affected by industrial and other emissions of carbon dioxide and other greenhouse gases. The Convention enjoys near universal membership, enabling governments to: gather and share information on greenhouse gas emissions, national policies and best practices; launch national strategies for addressing greenhouse gas emissions and adapting to expected impacts, including the provision of financial and technological support to developing countries; cooperate in preparing for adaptation to the impacts of climate change.</p>   | <p>UNFCCC is a key Rio international agreements. States Parties to the UNFCCC, CBD and UNCCD recognise the necessity to identify synergies and collaborate to ensure the effective implementation of these agreements. Given that climate change cuts across the sustainable development spectrum, synergies and scope for collaboration with other MEAs exist and collaboration for their MEA implementation in respect of this should be actively sought.</p>   |
| <p><b>Kyoto Protocol 16 February 2005</b> <a href="http://unfccc.int/">http://unfccc.int/</a></p>  | <p>The major feature of the Kyoto Protocol, which is closely linked to the UNFCCC is that it sets binding targets for 37 industrialised countries and the European community for their reducing greenhouse gas (GHG) emissions. The reductions amount to an average of five per cent against 1990 levels over the period 2008-2012. The Protocol places a heavier burden on developed nations under the principle of “common but differentiated responsibilities.”</p>  | <p><b>(refer UNFCCC)</b><br/>The major distinction between the Protocol and the Convention is that while the Convention <b>encouraged</b> industrialised countries to stabilize GHG emissions, the Protocol <b>commits</b> them to do so.</p>   |



| Conventions and Agreements  | Summary description  | Key provisions & synergies with other legal instruments  |
|---|--|--|
| <p><b>London Convention 1972</b><br/> <a href="http://www.imo.org/">http://www.imo.org/</a></p>                                     | <p>The "Convention on the Prevention of Marine Pollution by Dumping of Wastes and Other Matter 1972", the "London Convention" for short, is one of the first global conventions to protect the marine environment from human activities and has been in force since 1975. Its objective is to promote the effective control of all sources of marine pollution and to take all practicable steps to prevent pollution of the sea by dumping of wastes and other matter.</p>  | <p>States parties to UNCLOS are legally bound to adopt laws and regulations and take other measures to control pollution by dumping, and they must be no less effective than the global rules and standards (article 210), which are considered to be those of the <a href="#">London Convention 1972</a>. They will also be obliged to enforce such laws and regulations in accordance with article 216 of UNCLOS. This is an important consequence in view of the fact that as many States Parties are not a Contracting Party to the London Convention 1972.</p> <p>Synergies need to be further explored between the London Convention and Protocol and the CBD and UNFCCC, such as the legal and scientific issues relating to ocean fertilization. Under the precautionary approach embodied in the Protocol such activities would most likely be prohibited unless the Protocol is expressly amended. Parties to the London Protocol have already amended the Protocol to allow for sub-seabed sequestration of carbon dioxide as a means of dumping this carbon dioxide.</p> |
| <p><b>London Protocol 1996</b><br/> <a href="http://www.imo.org/">http://www.imo.org/</a></p>                                       | <p>In 1996, the "London Protocol" was agreed to further modernize the London Convention and, to eventually, replace it. Under the Protocol all dumping is prohibited, except for possibly acceptable wastes on the so-called "reverse list". The Protocol entered into force on 24 March 2006.</p>   | <p>- refer London Convention -</p>   |
| <p><b>MarPol 2 October 1983</b></p>   | <p>The International Convention for the Prevention of Pollution from Ships (MARPOL) was adopted on 2 November 1973 at IMO and covered pollution (by oil, chemicals, harmful substances in packaged form, sewage and garbage) of the marine environment by ships from operational or accidental causes. It is a combination of two treaties adopted in 1973 and 1978 respectively and has been amended through the years.</p> <p>The Protocol of 1978 relating to the MARPOL Convention and the 1974 Convention on the Safety of Life at Sea, includes measures for tanker design and operation due to a spate of oil tanker accidents in 1976-1977 and introduced stricter regulations for the survey and certification of ships. The 1978 MARPOL Protocol which entered into force in 1983 absorbed the parent Convention is to be read as one instrument and is referred to as MARPOL 73/78.</p> | <p>Regulations covering the various sources of ship-generated pollution are contained in the six Annexes of the London Convention and are updated regularly. Annexes I and II, governing oil and chemicals are compulsory but annexes III, IV, V and VI on packaged materials, sewage, garbage and air pollution are optional.</p>   |
| <p><b>Basel Convention 1992</b> <a href="http://www.basel.int/text/documents.html">http://www.basel.int/text/documents.html</a></p> | <p>The Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and their Disposal is the most comprehensive global environmental agreement on hazardous and other wastes. It aims to protect human health and the environment against the adverse effects resulting from the generation, management, transboundary movements and disposal of hazardous and other wastes.</p> <p>A central goal of the Convention is "environmentally sound management" (ESM), which aims to protect human health and the environment by minimizing hazardous waste production whenever possible, through an "integrated life-cycle approach". It involves strong controls from the generation of a hazardous waste to its storage, transport, treatment, reuse, recycling, recovery and final disposal.</p>   | <p>The Basel Convention is the primary international instrument governing the transboundary movement and environmental management of hazardous wastes, with its regional counterpart agreement being the Waigani Convention.</p>   |

| Conventions and Agreements   | Summary description  | Key provisions & synergies with other legal instruments  |
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| <p><b>Waigani Convention</b><br/>1995<br/><a href="http://www.sprep.org/factsheets/">http://www.sprep.org/factsheets/</a></p>  | <p>The purpose of the Waigani Convention is to: reduce or eliminate transboundary movements of hazardous and radioactive wastes into and within the Pacific Forum region; minimize the production of hazardous and toxic wastes in the Pacific Forum region; ensure that disposal of wastes is done in an environmentally sound manner and as close to the source as possible; and, assist Pacific island countries that are Parties to the Convention in the environmentally sound management of hazardous and other wastes they generate.</p>  | <p>SPREP is the Secretariat for the Waigani, Noumea and Apia Conventions. Refer <a href="http://www.unu.edu/inter-linkages/docs/Policy/04_PIC.pdf">http://www.unu.edu/inter-linkages/docs/Policy/04_PIC.pdf</a> for a case study addressing synergies and coordination among global and regional MEAs in three PICs.</p> <p>The major difference between the Basel Convention and the regional Waigani Convention lies in the fact that Pacific States Parties to Waigani are able to determine how it will evolve. The regional Convention also covers radioactive wastes and extends to the Economic Exclusion Zone (200 nautical miles) rather than the territorial sea (12 nautical miles), under Basel.</p> |
| <p><b>Apia Convention</b> 26 June 1990 <a href="http://www.sprep.org/Factsheets/pdfs/Archive/">http://www.sprep.org/Factsheets/pdfs/Archive/</a></p>                             | <p>The <a href="#">Convention on Conservation of Nature in the South Pacific</a> (Apia Convention) obliges States, in general terms, to create protected areas to safeguard representative samples of ecosystems, and places of scenic, geological, aesthetic, historical, cultural or scientific importance. It prohibits the taking or killing of fauna (including eggs and shells) unless the taking is controlled by the competent authorities of the State concerned or unless in pursuance of 'duly authorised' scientific investigations.</p>   | <p>SPREP is the Secretariat for the Waigani, Noumea and Apia Conventions. Refer <a href="http://www.unu.edu/inter-linkages/docs/Policy/04_PIC.pdf">http://www.unu.edu/inter-linkages/docs/Policy/04_PIC.pdf</a> for a case study addressing synergies and coordination among global and regional MEAs in three PICs.</p>   |
| <p><b>Noumea Convention</b><br/>1990 <a href="http://www.sprep.org/legal/documents/NoumeaConvProtocols.doc">http://www.sprep.org/legal/documents/NoumeaConvProtocols.doc</a></p> | <p>The <a href="#">Convention for the Protection of Natural Resources and Environment of the South Pacific Region</a> (Nouméa Convention) obliges Parties to take all appropriate measures to prevent, reduce and control pollution from any source and ensure sound environmental management and development of natural resources, using the best practicable means at their disposal and within their capabilities. It has two protocols: <a href="#">Protocol for the Prevention of Pollution of the South Pacific Region by Dumping</a>; <a href="#">Protocol Concerning Co-operation in Combating Pollution Emergencies in the South Pacific Region</a> (both adopted in 1986, in force in 1990).</p>   | <p>SPREP is the Secretariat for the Waigani, Noumea and Apia Conventions. Refer <a href="http://www.unu.edu/inter-linkages/docs/Policy/04_PIC.pdf">http://www.unu.edu/inter-linkages/docs/Policy/04_PIC.pdf</a> for a case study addressing synergies and coordination among global and regional MEAs in three PICs.</p>   |
| <p><b>WCPFC Convention</b> 19 June 2004<br/><a href="http://www.wcpfc.int/doc/wcpfc6-200907/status-convention">http://www.wcpfc.int/doc/wcpfc6-200907/status-convention</a></p>  | <p>The Convention for the Conservation and Management of Highly Migratory Fish Stocks in the Pacific (WCPFC) seeks to manage and conserve the valuable South Pacific tuna fishery and is an agreement between FFA members and distant water Fishing Countries about tuna fishing on the High Seas and in EEZs.</p> <p>The aim is to achieve a long-term sustainable harvest of tuna and is a compromise between the complex and competing interests of the Pacific Island countries in whose national waters large stocks of tuna fish move, and the interests of distant water fishing countries who wish to fish in both the High Seas and the EEZs.</p> <p>The WCPFC Convention seeks to address problems in the management of high seas fisheries resulting from unregulated fishing, over-capitalization, excessive fleet capacity, vessel re-flagging to escape controls, insufficiently selective gear, unreliable databases and insufficient multilateral cooperation in respect to conservation and management of highly migratory fish stocks.</p> | <p>The WCPFC Convention draws on many of the provisions of the UN Fish Stocks Agreement [UNFSA] while, at the same time, reflecting the special political, socio-economic, geographical and environmental characteristics of the western and central Pacific Ocean (WCPO) region.</p>  |

## Brief descriptions of regional policies and arrangements that will have bearing on a Framework for a Pacific Oceanscape

| Regional Policies & Arrangements  | Summary description  |
|---|--|
| <p><b>Action Strategy for Nature Conservation</b> <a href="http://www.pbif.org/RT/actionstrategy.pdf">http://www.pbif.org/RT/actionstrategy.pdf</a></p> | <p>The ASNC (2003-2007) comprising 3 goals (based on the 3 pillars of sustainable development), 18 objectives and 77 targets was endorsed by the 2003 SPREP Meeting. It also received strong commitment from members of the Pacific Islands Roundtable for Nature Conservation at the 7th Conference on Nature Conservation and Protected Areas held in the Cook Islands in 2002.</p> <p>A review of the ASNC was completed in 2007 (Tortell, 2007), showing very mixed results on progress against its 18 objectives and 77 targets. A refinement of the Strategy was presented to the 8th Conference on Nature Conservation and Protected Areas in Papua New Guinea in 2007, to ensure that it aligns with existing, legally binding policy and planning instruments related to biodiversity conservation. The updated ASNC for the period 2007 to current has eight themes which align and link to themes reflected in the National Biodiversity Strategic Action Plans (NBSAPs), the Island Biodiversity Programme of Work (PoW), the Millennium Development Goals (MDGs) and the Pacific Plan.</p> <p>This allows for stakeholders implementing the Action Strategy to also satisfy objectives and obligations under other biodiversity conservation instruments. It introduces a culture of cooperation and collaboration that is urgently needed if the various MEAs are to be implemented and commitments met. Conscious efforts must be made to realize synergies between the ASNC and the Framework for a Pacific Oceanscape.</p>  |
| <p><b>Parties to the Nauru Agreement</b> <a href="http://www.ffa.int/nauru_agreement">http://www.ffa.int/nauru_agreement</a></p>                        | <p>The Nauru Agreement is a sub-regional agreement articulating terms and conditions for tuna purse seine fishing licences in the region. The Parties to the Nauru Agreement are Federated States of Micronesia, Kiribati, Marshall Islands, Nauru, Palau, Papua New Guinea, Solomon Islands and Tuvalu. These countries own waters which supply 25% of the world's tuna, an estimated \$2 billion worth of fish every year.</p> <p>The Agreement has 3 Implementing Arrangements (1982, 1990 and 2008) which set out specific rules for fishing in these countries. The broad areas covered by these implementing arrangements include, for the:</p> <ul style="list-style-type: none"> <li>▪ <b>1st arrangement</b> – The Regional Register of foreign fishing vessels – adopted by FFA and became operational in 1988. Applies the concept of “good standing” to be eligible for licensing and harmonized minimum terms and conditions of access for foreign fishing vessels.</li> <li>▪ <b>2nd arrangement</b> – Prohibition of transshipment at sea. High seas catch reporting and maintenance of log books. Recording catch and effort on a daily basis. Placement of observers upon request by a licensing Party; and, Request for an electronic position and data transfer device to be installed on the vessel.</li> <li>▪ <b>3rd arrangement</b> – Catch retention of bigeye, skipjack and yellowfin tuna. No deployment of fish aggregating devices (FADs) during the third quarter of each year. Closure of fishing in the two high seas pockets as a condition of a bilateral licence. 100% observer coverage for foreign purse seine vessels and operation of a satellite-based vessel monitoring system (VMS).</li> </ul> <p>In January 2010 the PNA established an office in Majuro, RMI. PNA Leaders also agreed in a historic event to close high seas areas to purse seine fishing and support controls on fishing through the Vessel Day Scheme. The announced high seas closure area comprises 4,555,000 sq km between 10 °N and 20 °S, in the Western and Central Pacific by prohibiting purse seine vessels licensed by the PNA to operate in these waters, effective January 2011. A further announcement has been made to address the impact of fishing on vulnerable whale shark populations in Micronesia and the potential adverse impact on tourism, thus calling for measures to be taken to better protect the incidental catch of the purse seine fishery.</p> |

| Regional Policies & Arrangements  | Summary description   |
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| <p><b>TeVaka Moana Arrangement</b></p> <p><a href="http://www.pimrisportal.org/index.php?option=com_content&amp;view=article&amp;id=145:te-vaka&amp;catid=65">http://www.pimrisportal.org/index.php?option=com_content&amp;view=article&amp;id=145:te-vaka&amp;catid=65</a></p>   | <p>Cooperation between Polynesian countries (Cook Islands, New Zealand, Niue, Samoa, Tokelau and Tonga) was formalised through the establishment and signing of the Te Vaka Moana Arrangement (TVMA) in January 2010. TVMA builds on previous work and provides a foundation to design and implement initiatives to improve collaboration in a range of fisheries sectors.</p> <p>These include fisheries management, science, industry cooperation, and monitoring control and surveillance (MCS). Specific projects include the development of a subsidiary arrangement under the Niue Treaty on Surveillance and Law Enforcement and the progression of a Polynesian Fisheries Development Package. NZ officials are developing a concept note that will guide programme design on a programme of support for TVMA initiatives. TVMA will enable Participants to achieve a set of common objectives, including:</p> <p>Strengthening cooperative relationships between the Participants, based on mutual trust and understanding, to further shared goals, such as increasing the economic benefits from fisheries resources and protecting the contribution they make to the food security of communities;</p> <ul style="list-style-type: none"> <li>■ Assisting with ongoing capacity development and enhancing sub-regional capability by sharing resources, including MCS resources;</li> <li>■ Promoting the sharing of information between the Participants on fisheries policy, management, development, and science as well as fishing industry related issues, MCS, and other areas of technical expertise;</li> <li>■ Enhancing the ability of the Participants to cooperate and promote the interests of the sub-region in regional organisations and international fora dealing with fisheries issues, including in collaboration with the Forum Fisheries Agency (FFA) and the Secretariat for the Pacific Community (SPC);</li> <li>■ Promoting cooperation between the Participants on MCS, both domestically and on the high seas, including by seeking to increase the value of fisheries through countering illegal, unregulated and unreported (IUU) fishing; and</li> <li>■ Supporting and strengthening fisheries development initiatives, such as through links between the fishing industry sectors</li> <li>■ The Arrangement will provide numerous strategic benefits, especially by strengthening the Polynesian voice within FFA and WCPFC processes.</li> </ul>   |
| <p><b>Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters ; An Investment for Sustainable Development in the Pacific Island Countries; Disaster Risk Reduction and Disaster Management (FfDRM)</b></p> <p><a href="http://www.unisdr.org/.../regional/pacific/pacific-framework-action2005-2015.doc">http://www.unisdr.org/.../regional/pacific/pacific-framework-action2005-2015.doc</a></p> | <p>The FfDRM was endorsed by Pacific Island Leaders in Madang in 2005 and is an adaptation of the 2005 Hyogo Framework for Action for Disaster Reduction. It comprises a Regional Framework for Action, with six guiding themes and key regional and national initiatives that will need to be implemented over the period 2005 to 2015. As disaster risk reduction and disaster management is an imperative for sustainable development, the FfDRM is an important policy instrument for the implementation of the Pacific Plan (at regional level) and the Mauritius Strategy (at international level). This underscores the extreme vulnerability of small island developing states to disasters. It also directly supports the development and implementation of policies and plans for the mitigation and management of natural disasters, which is one of the key initiatives under the Kalibobo Roadmap of the Pacific Plan.</p> <p>The main structure of the Policy outlines a Vision – Safer, more resilient Pacific island nations and communities to disasters, so that Pacific peoples may achieve sustainable livelihoods and lead free and worthwhile lives.</p> <p>It has six guiding themes that include:</p> <ul style="list-style-type: none"> <li>■ Governance – organisational, institutional, policy and decision making frameworks</li> <li>■ Knowledge, Information, Public Awareness and Education</li> <li>■ Analysis and Evaluation of Hazards, Vulnerabilities and Elements at Risk</li> <li>■ Planning for effective Preparedness, response and Recovery</li> <li>■ Effective, Integrated, People-Focused Early Warning Systems</li> <li>■ Reduction of Underlying Risk Factors</li> </ul> <p>The FfADRM complements other relevant regional frameworks, declarations and policies including those relating to climate change, ocean resources, freshwater, health, HIV/AIDS and agriculture. Implementation is achieved through the Pacific Regional Disaster Risk Management Partnership Network which was established in 2006. It comprises an open ended membership member countries, national, regional and international government and non-government organisations, private sector, civil society organisations and donor partners.</p> <p>It is widely acknowledged that Disaster Risk Reduction and Climate Change Adaptation share a common focus in that they are both concerned with reducing the vulnerability of communities and contributing to sustainable development; Consequently, efforts are underway to address how best to integrate DRR and CCA initiatives at local, national, regional and international levels.</p> |

| Regional Policies & Arrangements  | Summary description  |
|---|--|
| <p><b>Pacific Islands Framework for Action to Climate Change (PIFACC)</b></p> <p><a href="http://www.sprep.org/climate_change/pycc/documents/PIFACC.pdf">http://www.sprep.org/climate_change/pycc/documents/PIFACC.pdf</a></p>            | <p>Pacific Island Leaders adopted the Pacific Islands Framework for Action (PIFACC) 2006-2015 in 2005 and directed SPREP to develop an Action Plan to implement the Policy.</p> <p>The main structure of the Policy outlines a Vision – <b>Pacific island people, their livelihoods and the environment resilient to the risks and impacts of climate change.</b></p> <p>The PIFACC has six guiding principles which include:</p> <ul style="list-style-type: none"> <li>■ Implementing adaptation measures</li> <li>■ Governance and decision making</li> <li>■ Improving our understanding of climate change</li> <li>■ Education, training and awareness</li> <li>■ Contributing to global greenhouse gas reduction</li> <li>■ Partnerships and cooperation</li> </ul> <p>The Pacific Climate Change Roundtable (PCCR), amongst its other tasks is responsible for monitoring and evaluating the PIFACC. It is set-up to meet on an annual basis and comprise multiple stakeholders (including PICTs, regional and international implementing agencies, civil society, non-government organisations and donor partners). The main objectives of the roundtable are:</p> <ul style="list-style-type: none"> <li>■ To help update the PICTs on regional and international actions undertaken in support of the Framework and Action Plan;</li> <li>■ To finalize a matrix to provide a clear overview of ongoing and planned activities at the national and regional levels, with responsible agencies or entities, and agree on mechanisms for measuring progress, identifying difficulties, and addressing actions needing special attention;</li> <li>■ To assist donors in gaining an understanding of climate change initiatives in the region and allow for better targeted assistance to areas in the Action Plan where there are gaps;</li> <li>■ To share lessons learned from best practices in the implementation of climate change programmes;</li> <li>■ To engage a wide range of stakeholders and regional organizations;</li> <li>■ To provide an opportunity to prepare for international meetings of the UNFCCC; and</li> <li>■ To disseminate information on new and existing funding modalities and opportunities.</li> </ul> <p>It is widely acknowledged that Disaster Risk Reduction and Climate Change Adaptation share a common focus in that they are both concerned with reducing the vulnerability of communities and contributing to sustainable development; Consequently, efforts are underway to address how best to integrate DRR and CCA initiatives at local, national, regional and international levels.</p> |
| <p><b>Pacific Regional Action Plan for Sustainable Water Management (PacificRAP)</b></p> <p><a href="http://www.sopac.org/index.php/virtual-library">http://www.sopac.org/index.php/virtual-library</a> (search for report ID MR0547)</p> | <p>The PacificRAP is structured around six thematic areas. Under each theme there are key messages to stakeholders with supporting statements drawn from the discussions in the respective working groups. Under each key message the required actions are listed including the parties deemed most appropriate to be responsible for their implementation. It includes a Ministerial Declaration, signed by 14 Ministers and Secretaries of State as of 21st February 2003. At the 33rd Pacific Islands Forum held in Suva in 2002, the PIFL endorsed full participation in the 3rd World Water Forum.</p> <p>3rd WWF outcomes were incorporated into a Type II Partnership initiative submitted to the Commission for Sustainable Development during the World Summit for Sustainable Development held in Johannesburg in 2002; a catalyst for the Pacific Partnership Initiative on Sustainable Water Management to be established in 2003.</p> <p>It is a vibrant, voluntary partnership of water and wastewater stakeholders in the Pacific region, with a common goal of achieving sustainable water and wastewater management in Pacific Island Countries (refer <a href="http://www.pacificwater.org/">http://www.pacificwater.org/</a>)</p> <p>The PacificRAP contains the following thematic areas:</p> <ul style="list-style-type: none"> <li>■ <b>Theme 1 Water Resources Management</b> – Water Resources Assessment and Monitoring; Rural Water Supply and Sanitation; Integrated Water Resources and Catchment Management</li> <li>■ <b>Theme 2 Island Vulnerability</b> – Disaster Preparedness; Dialogue on Water and Climate</li> <li>■ <b>Theme 3 Awareness</b> – Advocacy; Political Will; Community Participation; Environmental Understanding; Gender</li> <li>■ <b>Theme 4 Technology</b> – Appropriate Technologies; Demand Management and Conservation; Human Resources</li> <li>■ <b>Theme 5 Institutional Arrangements</b> – Institutional Strengthening; Policy, Planning and Legislation</li> <li>■ <b>Theme 6 Finance</b> – Costs and Tariffs; Alternative Models; Role of Donor Organizations and Financing Institutes</li> </ul>   |



| Regional Policies & Arrangements  | Summary description  |
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| <p data-bbox="89 168 320 264"><b>Forum Fisheries Agency Monitoring, Control Surveillance Strategy</b></p> <p data-bbox="89 286 316 349"><a href="http://www.ffa.int/search/node/MCS%20Strategy">http://www.ffa.int/search/node/MCS%20Strategy</a></p> | <p data-bbox="368 163 1493 259">The Regional Monitoring, Control and Surveillance Strategy (2010 – 2015), which outlines strategies and actions for regional co-operation to control illegal, unreported and unregulated fishing in the Pacific Islands was adopted by Ministers of Fisheries in July 2010.</p> <p data-bbox="368 277 1500 546">The primary purpose of this strategy is to support compliance with fisheries management frameworks and associated measures at national, sub-regional, regional and Commission levels to ensure the long term sustainability of oceanic fish stocks and associated economic benefits flowing from them to Pacific Island Countries. The Strategy is consistent with the Regional Management Tuna Development Strategy (RMTDS) approved by FFC70. The RMCSS uses a similar 'bottom up' approach of the RTMDS, i.e. it is based on determining national needs, and then identifying ways to meet these through a variety of means, including regional and sub-regional coordination and cooperation. The primary focus of this Strategy is on the Cook Islands, Fiji Islands, Kiribati, Marshall Islands, Federated States of Micronesia, Nauru, Niue, Palau, Papua New Guinea, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu and Vanuatu.</p> <p data-bbox="368 564 1500 871">In this strategy countries have collectively identified outcomes that will require both regional collaboration and cooperation as well national action. While a wide range of MCS interventions are outlined, the strategy recognises that MCS risks and priorities may differ between members and not all strategic objectives, outcomes and activities will be applicable to all Members. In simple terms, 'one size will not fit all. It will be for the individual country to identify and develop using its own national and/or sub-regional Implementation Plans, cooperating regionally and sub-regionally where appropriate. The Strategy is a "living document" and will, through periodic review, be responsive to the changing priorities of the countries. It acknowledges the diversity and range of MCS risks and responses as well as "interconnectivity" of actions and outcomes that have been identified. It recognises that there are wider linkages than simply fisheries MCS with opportunities for national inter-agency and international cooperation with common thematic areas such as customs, defence, environment (e.g. – pollution), immigration and quarantine.</p> <p data-bbox="368 889 1477 983"><b>VISION – An efficient and effective MCS framework in the Western and Central Pacific Ocean region which supports the sustainable management of tuna resources and maximizes the economic returns and social and developmental benefits, while minimising adverse environmental impact.</b></p> <p data-bbox="368 1001 603 1028"><b>STRATEGIC OBJECTIVES</b></p> <p data-bbox="368 1046 1254 1075"><b>Goal 1: Enhanced MCS, integrated with fisheries management planning and implementation</b></p> <p data-bbox="368 1093 892 1122">G1S01 – National MCS frameworks based on best practice</p> <p data-bbox="368 1140 1007 1169">G1S02 – Improved management of information useful for MCS purposes</p> <p data-bbox="368 1187 1067 1216">G1S03 – Improved integration of MCS advice in fisheries management planning</p> <p data-bbox="368 1234 1145 1263">G1S04 – Improved understanding of the level of compliant and non-compliant behaviour</p> <p data-bbox="368 1281 1505 1341">G1S05 – Capacity and capability to respond to risk/information/intelligence including human resources/institutional set-up and enforcement assets</p> <p data-bbox="368 1359 1437 1388">G1S06 – Increased focus on voluntary compliance and innovative tools for awareness, enforcement, detection and penalty</p> <p data-bbox="368 1406 1098 1435"><b>Goal 2: Contribute to other strategic objectives as described in the RTMADS</b></p> <p data-bbox="368 1453 1082 1482">G2S01 – Enhanced influence on WCPFC measures for high seas/convention area</p> <p data-bbox="368 1500 1469 1561">G2S02 – Increased MCS coverage in support of fisheries management outcomes through application of MCS tools via market based measures and mechanisms</p> <p data-bbox="368 1579 863 1608">G2S03 – Appropriate levels of human resource capacity</p> <p data-bbox="368 1626 738 1655">G2S04 – Cost efficient MCS programmes</p> <p data-bbox="368 1673 1048 1702">G2S05 – Appropriately resourced institutions administering MCS programmes</p> <p data-bbox="368 1720 842 1749">G2S06 – Compelling MCS engagement and influence</p> |

| Regional Policies & Arrangements  | Summary description  |
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| <p><b>Forum Fisheries Agency Regional Tuna Management and Development Strategy</b></p> <p><a href="http://www.ffa.int/node/302">http://www.ffa.int/node/302</a></p> | <p>The Regional Tuna Management and Development Strategy 2009-2014 (RTMADS) was adopted by the 5th Forum Fisheries Committee (FFC) Ministers meeting in Niue and noted at the Pacific Island Forum Leaders annual meeting in Cairns, Australia in July 2009. The Strategy is complimentary to, and underpins the strategic and annual operational planning framework that is already in place for the Forum Fisheries Agency (FFA).</p> <p>This RTMADS although compatible with the FFA Strategic Plan, Business Plan and Annual Work Plan differs in that it is an action-oriented document which lays out a road map for implementation by Members, with the support of the FFA Secretariat and the Oceanic Fisheries Programme of the Secretariat of the Pacific Community.</p> <p>The Strategy is intended to guide strategic management and development, and is therefore focussed on outcomes according to broad goals, objectives and success indicators.</p> <p><b>The Vision – FFA Members will enjoy the highest levels of social and economic benefits for our people through the sustainable development of our fisheries resources.</b></p> <p>To meet the Vision, the two Goals (and related strategic objectives) are:</p> <p><b>Goal 1: Sustainable oceanic fish stocks and ecosystems</b></p> <ul style="list-style-type: none"> <li>▪ Increased integration of scientific advice in decision making</li> <li>▪ Improved fisheries management planning</li> <li>▪ Enhanced in zone management arrangements</li> <li>▪ Increased stock-wide management</li> <li>▪ Reduced illegal, unregulated and unreported (IUU) fishing</li> <li>▪ Enhanced MCS, integrated with fisheries management planning and implementation</li> <li>▪ Increased technical management capacity</li> </ul> <p><b>Goal 2: Economic growth from HMS fisheries</b></p> <ul style="list-style-type: none"> <li>▪ Increased domestication of HMS industries</li> <li>▪ Building fisheries businesses</li> <li>▪ Improved fisheries access arrangements</li> <li>▪ Enhanced cooperative regional arrangements</li> <li>▪ Increased social benefits</li> <li>▪ Improved overall harvest strategies</li> <li>▪ Increasing control over fishing in the Pacific Islands region</li> <li>▪ Increased use of rights-based approaches</li> <li>▪ Increased market and trade opportunities</li> <li>▪ Increased capacity to realise commercial opportunities</li> </ul> |

| Regional Policies & Arrangements   | Summary description   |
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| <p><b>Forum Fisheries Agency Ecosystem Approach to Fisheries Management Framework</b></p> <p><a href="http://www.spc.int/DigitalLibrary/Doc/FAME/Meetings/WCPFC/SC3/EB_IP11.pdf">http://www.spc.int/DigitalLibrary/Doc/FAME/Meetings/WCPFC/SC3/EB_IP11.pdf</a></p> | <p>Ecosystem Approach to Fisheries Management assists FFA member countries to use a process of management for their fisheries. The FFA EAFM Framework follows a similar process to risk management and involves four overall stages:</p> <p>Determining the scope of the assessment – develop a clear description of what is to be managed/assessed</p> <p>Given the scope, identifying all the issues that need to be assessed; preferably across the five key areas of EAFM and agreeing on the values wanted to be achieved for each of these</p> <p>Determining, using risk analysis, which of these issues needs to be managed directly</p> <p>Establishing the levels of performance that are acceptable, the management arrangements that will be used to achieve these levels, and the review processes needed to assess performance for those issues requiring management.</p> <p>The EAFM Guide, which is the main document used in the implementation of the FFA EAFM Framework, also stresses the need to match the level of risk with the relative rate of exploitation and the types and quantities of data used to monitor performance. Where the risks (exploitation rate) are low, only crude indicators of performance are likely to be needed. Where the risks are higher and the management approach is more aggressive, leading to a relatively high exploitation rate, more robust and precise measures of abundance will be needed. A key point is that the EAFM guide by itself, does not provide the ‘answers’ – it merely assists you in the process of trying to find these.</p> <p>The EAFM guide has been based on a system developed for use in Australia<sup>40</sup>. This has been modified and tested through a series of FFA regional funded workshops, with EAFM reports now completed for Cook Islands, Federated States of Micronesia, Palau, Tonga and Vanuatu. The guide further highlights the long term need to have clear linkages between the objectives at the regional level and the actual management that occurs within each of the countries.</p>  |
| <p><b>Aquaculture Action Plan 2007</b> <a href="http://www.spc.int/aquaculture/dmdocuments/Regional_Aquaculture_action_plan.pdf">http://www.spc.int/aquaculture/dmdocuments/Regional_Aquaculture_action_plan.pdf</a></p>   | <p>The SPC Aquaculture Action Plan 2007 is a vehicle for taking SPC members and partners one step closer to fulfilling the potential of aquaculture in the region. It outlines the importance of aquaculture to the Pacific, the sector as it is today, the commodities that will carry us forward, and the actions required to get there. The Plan is the outcome of the 2nd SPC Aquaculture Meeting held in Noumea in 2006. It builds on the achievements that resulted from an earlier milestone for aquaculture in the Pacific – the first SPC Aquaculture Action Plan in 2002.</p> <p>It outlines the following</p> <p><b>Aspirations:</b> Create a range of options for rural livelihoods to reduce urban drift; Improve food security; Improve the trade balance – more exports and less dependence on imports; Capitalise on the region’s comparative advantages – pristine environment, low incidence of fish disease and high biodiversity – to produce premium products; Restore severely depleted fisheries.</p> <p><b>Features:</b> Main export commodities are pearls, shrimp, seaweed and marine ornamentals; Total volume of production is low by world standards, but the value is relatively high US 130-180 million dollars per annum (estimated); Good scope for expansion (147 island biospheres); Growing local markets for seafood due to population growth, urbanisation and tourism; High demand for subsistence production of tilapia in rural areas.</p> <p><b>Constraints:</b> Remote locations – high freight costs; High costs of labour compared to Asia; Few hatcheries and skilled technical staff; Poor capacity to supply high-quality feeds based on local ingredients; Lack of policies and processes for enabling and regulating aquaculture; Lack of business and marketing skills; Inadequate biosecurity and quarantine procedures; Vulnerability to natural hazards such as cyclones and floods. And,</p> <p><b>Challenges:</b> Determine where and how aquaculture can best support food security; Identify how comparative regional advantages can be used to create more jobs through production of competitive commodities for local and export markets; Build national and regional capacity to reach these targets.</p> <p>Under two priority commodities for: <b>Livelihoods</b> (Cultured pearl, Seaweed, Marine ornamental, Marine shrimp, Freshwater prawn, Sea cucumber, Marine Fin fish, Mud crab, Trochus); and for, Food Security (Tilapia, Milk Fish).</p> |

40 Fletcher, W.J., Chesson, J., Sainsbury, K.J., Fisher, M. & T. Hundloe (2005). A flexible and practical framework for reporting on ecologically sustainable development for wild capture fisheries. Fisheries Research 71:175-183

| Regional Policies & Arrangements  | Summary description  |
|---|--|
| <p><b>Pacific Islands Regional Coastal Fisheries Management Policy and Strategic Actions 2008–2013 (Apia Policy)</b></p> <p><a href="http://www2008.spc.int/DigitalLibrary/Doc/FAME/Reports/Anon_2008_ApiaPolicy.pdf">http://www2008.spc.int/DigitalLibrary/Doc/FAME/Reports/Anon_2008_ApiaPolicy.pdf</a></p> | <p>The Apia Policy was developed in response to a directive by Pacific Islands Forum Leaders under an amendment made to the Pacific Plan for Strengthening Regional Cooperation and Integration (Pacific Plan) at their meeting in Tonga in 2007. This policy also accommodates the Vava'u Declaration on Pacific Fisheries Resources, which places high priority on 'the development and management of coastal/inshore fisheries and aquaculture to support food security, sustainable livelihoods and economic growth for current and future generations of Pacific people'.</p> <p>The Apia Policy is the first regional mechanism developed to harmonise national policies and activities that address the long-term sustainability of coastal fisheries resources and maintenance of healthy marine ecosystems. It provides guiding principles for strategic action at national and regional levels to address the problems and challenges encountered by PICTs in managing their coastal fisheries. Formulation of the policy also necessarily took into account the importance to PICTs of regional cooperation on fisheries, which has been formalised in a number of instances through regionally adopted instruments. The purpose of these instruments is to strengthen the conservation and management of shared fisheries in the region and put in place arrangements that will facilitate long-term sustainable and responsible practices. Regional instruments are political directives that need to be implemented. PICTs are therefore obligated to develop policy that supports the instruments and take action to put legislation in place that gives effect to them. In addition to the Pacific Plan and Vava'u Declaration, the 2002 Pacific Islands Regional Ocean Policy and Integrated Strategic Action Framework, which was endorsed by Pacific Island leaders, is also applicable to coastal fisheries. The policy also takes into account the following international and regional instruments that relate to coastal fisheries management such as UNCLOS, UNCED, Agenda 21 (particularly Chapter 17), BPoA, 1995 Kyoto Declaration and Plan of Action on the Sustainable Contribution of Fisheries to Food Security, 2002 World Summit on Sustainable Development (WSSD) and the Johannesburg Plan of Implementation (JPOI) (and particularly paragraph 31), 2000 UN Millennium Development Goals (MDGs) , 2001 Reykjavik Declaration on Responsible Fisheries, and 1995 Code of Conduct for Responsible Fisheries.</p> <p><b>The Vision – Healthy marine ecosystems and sustainable coastal fisheries that provide seafood security and continuing livelihoods for current and future generations of Pacific people.</b></p> <p>There are six guiding principles (with related strategic actions) to achieve the goal <b>To ensure the optimal and sustainable use of coastal fisheries and their ecosystems by Pacific Island communities</b> and they include:</p> <ul style="list-style-type: none"> <li>■ Improving our understanding of important fisheries species and of the ecosystems on which they depend.</li> <li>■ Sustainably managing coastal fisheries, reducing their adverse impacts on coastal ecosystems, and optimizing production to meet local nutritional needs and contribute to economic development.</li> <li>■ Creating community partnerships to support the customary and traditional management of nearby ecosystems and fish stocks.</li> <li>■ Creating stakeholder collaborations to manage ecosystems and reduce the negative environmental impacts of non-fisheries activities, including those that result in high loads of silt and nutrients in coastal waters.</li> <li>■ Promoting the participation of women and youth in all fisheries-related activities.</li> <li>■ Enhancing regional exchange and sharing of information on common areas of interest relating to the management of ecosystems and fisheries.</li> </ul> |

# ANNEX 3

Framework diagrams of the Pacific Plan and the Pacific Islands Regional Ocean Policy and the proposed Framework for a Pacific Oceanscape

# PACIFIC PLAN

**VISION:** Leaders believe the Pacific region can, should and will be a region of peace, harmony, security and economic prosperity; so that all of its people can lead free and worthwhile lives.

**GOAL:** Enhance and stimulate economic growth; sustainable development; good governance; and, Security for Pacific countries through regionalism.

## Regional Cooperation and Integration

Economic Development

Sustainable Development

Good Governance

Security

Partnerships – Effective and Enhanced Engagement





# PACIFIC ISLANDS REGIONAL OCEAN FRAMEWORK FOR INTEGRATED STRATEGIC ACTION

**Our Vision:** A Healthy Ocean that Sustains the Livelihoods and Aspirations of Pacific Island Communities

**Our Goal:** To ensure the future sustainable use of our Ocean and its resources by Pacific Islands communities and partners.

## Ocean Governance

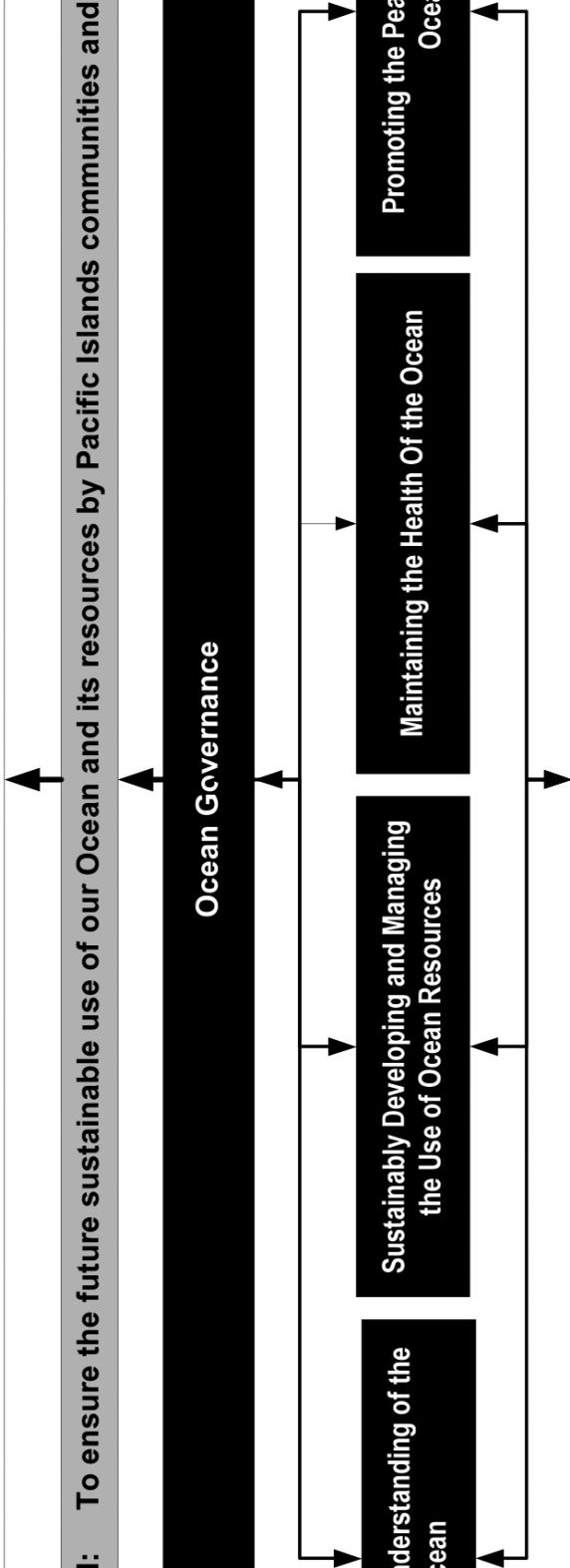
Improving our Understanding of the Ocean

Sustainably Developing and Managing the Use of Ocean Resources

Maintaining the Health Of the Ocean

Promoting the Peaceful Use of the Ocean

Creating Partnerships and Promoting Cooperation



# FRAMEWORK FOR A PACIFIC OCEANSCAPE

**Vision:** *A secure future for Pacific Island Countries & Territories based on sustainable development, management and conservation of our Ocean.*

**Objectives:** Integrated Ocean Management – Adaptation to Environmental and Climate Change - Liaising, Listening, Learning, Leading

