

How Well Are We Doing in Meeting the Commitments from the 1992 Earth Summit and the 2002 World Summit on Sustainable Development?



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1992 UN Conference on Environment and Development

Chapter 17 of Agenda 21, “Protection of the Oceans, All Kinds of Seas, including Enclosed and Semi-Enclosed Seas, and Coastal Areas and the Protection, Rational Use and Development of their Living Resources” emphasized that new approaches that “are integrated in content and anticipatory in ambit” are needed.

Seven major program areas are included in Chapter 17:

- 1. Integrated management and sustainable development of coastal areas, including Exclusive Economic Zones;**
- 2. Marine environmental protection;**
- 3. Sustainable use and conservation of living marine resources of the high seas;**
- 4. Sustainable use and conservation of living marine resources under national jurisdiction;**
- 5. The addressing of critical uncertainties in management of the marine environment and climate change;**
- 6. The strengthening of international, including regional, cooperation and coordination;**
- 7. Sustainable development of small islands**

2002 World Summit on Sustainable Development

The major outcome of the WSSD was the Johannesburg Plan of Implementation (JPOI) designed as a framework for action to implement the commitments originally agreed at UNCED. The JPOI includes eleven chapters: an introduction; poverty eradication; consumption and production; *the natural resource base*; health; *small island developing States (SIDS)*; Africa; other regional initiatives; means of implementation; and institutional framework.

Regarding ocean and coastal issues, the JPOI emphasized issues related to:

- the ecosystem approach and integrated management;
- protection of the marine environment from land-based activities;
- integrated water resource management;
- biodiversity and marine protected areas;
- small island developing states;
- fisheries and aquaculture;
- global marine assessment;
- coordination of UN activities on oceans;
- capacity development.

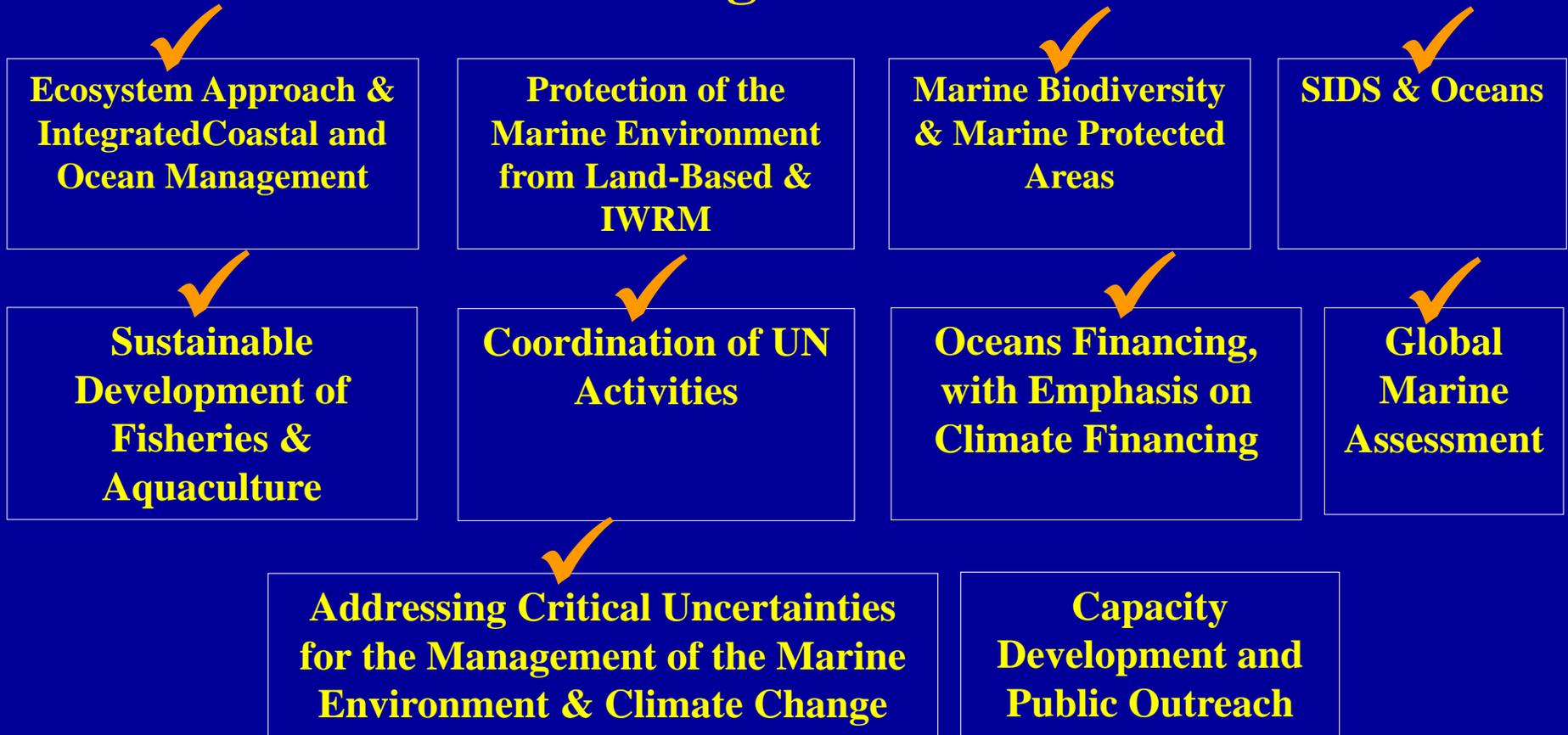
About the Global Ocean Forum

- **First mobilized in 2001 to help governments place issues related to oceans, coasts, and SIDS on the WSSD agenda, brings together ocean leaders from all sectors from 110 countries to advance the global oceans agenda**
- **Promotes the implementation of international agreements related to oceans, coasts, and SIDS by assessing progress made, and identifying obstacles and opportunities for achieving sustainable development**
- **Reports on progress achieved on each of the WSSD ocean-related goals through expert working groups and multi-stakeholder dialogues:**



- **track progress in WSSD implementation by issuing report cards on how well we are doing**
- **feature progress (or lack thereof) in global ocean conferences, so far held 5 times, 2001, 2003, 2006, 2008, and 2010**
- **anticipate emerging ocean policy issues that need to be addressed and facilitate the building of consensus on unresolved ocean issues**

1. Examine progress achieved on UNCED and WSSD goals: Volume 1



✓ Drafts Completed

- Review by Global Ocean Forum Working Groups: 250 experts in 70 countries
- Status of ocean resources and coastal communities in the context of climate change

2. Examine The Role of the Oceans in the Major Rio+20 Themes: Volume 2

**The Role of the
Oceans in the
“Blue” Green
Economy
Transitioning to a
“Blue” Green
Economy**

**Improving
the
International
Regime for
Ocean
Governance**

**New and
Emerging
Issues**

**Review by GOF Working Groups
October 2011**

New and Emerging Challenges

- **Green jobs and social inclusion**
- **Energy access, efficiency and sustainability**
- **Food security and sustainable agriculture**
- **Sound water management**
- **Sustainable cities**
- **Management of the oceans**
- **Improved resilience and disaster preparedness**
- **Climate change**
- **Means of implementation, including technology, financing and capacity building**

(Rio+20 Secretary-General, Mr. Sha Zukang, July 2011)

3. Input Major Summary Recommendations to Rio+20 Process

- For submission by **November 1**, aim for congruence as an oceans community in coming up with concrete recommendations on:
 - Outcome of Rio+20 and its structure
 - Perspectives on a green economy (roadmap, framework for action, sustainable development goals, a revitalized global partnership for sustainable development, etc.)
 - Views on implementation and how to close the implementation gaps, involving Governments, UN system, major groups, etc.
 - Specific cooperation mechanisms, partnership arrangements or other implementation tools, and relevant time frame for decision-making and implementation
- Global Ocean Forum “Rio+20 Friends of the Ocean” launched on World Oceans Day, June 8, 2011 to support governments and others mobilizing to achieve a significant ocean outcome at Rio+20

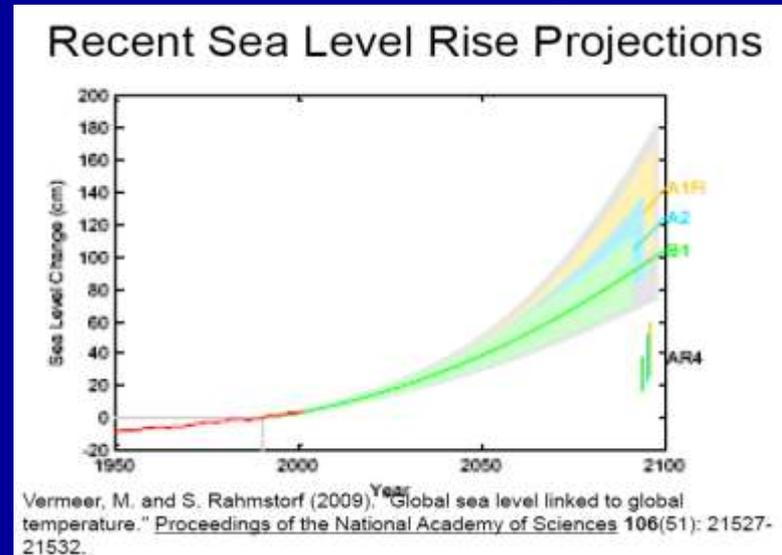
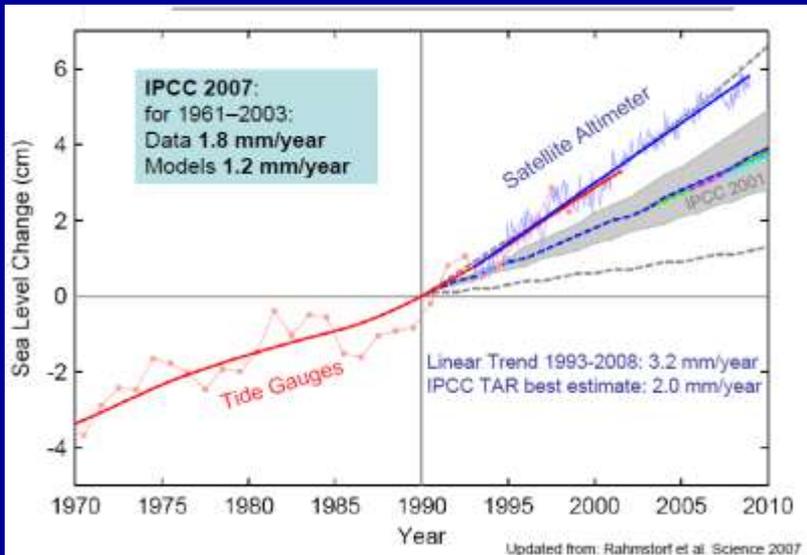
Difficulties in Measuring Progress on UNCED/WSSD Targets

- **No evaluation frameworks, including indicators, have been developed to assess progress**
- **No one institution has been charged with periodic collection of national and international data on oceans, especially regarding the cross-cutting goals**
- **Changing formats of agency reporting requirements for national reports, making determination of trends over time impossible to achieve**
- **No regular collection and assessment of information on the social and economic well-being of coastal communities (related to MDG targets)**
- **Tangible outcomes of many national and international efforts to create the enabling conditions for implementation of the goals are not yet evident**
- **Difficult to determine progress on one UNCED/WSSD goal without understanding its relationship to other UNCED/WSSD/goals and to the broader context**

Oceans in the Context of Climate Change



Oceans and Climate Change



- Scientific evidence since the 2007 IPCC report shows even more pronounced effects
- Sea level is rising faster than expected
- **Ocean warming** triggers broad-scale effects-- Melting polar ice, rising sea levels, shifting species distribution and abundance, increased frequency and intensity of storms, changes in ocean currents.
- More than **50% of the human population** that lives in 183 coastal countries, including 44 small island nations, are at the **frontline** of climate change and will suffer **disproportionate impacts**

Oceans and Climate Change

Integrated strategy for oceans and coasts within and outside the UNFCCC:

(i) Mitigation:

- Enact Stringent reductions in greenhouse gas emissions, within a short timeframe
- Protect and restore marine ecosystems to support their role as major carbon sinks; and
- Sustainably develop ocean-based renewable energy (such as offshore wind power)

(ii) Adaptation:

- Implement ecosystem-based adaptation at national, regional, and local levels through EBM/ICM institutions to build the preparedness, resilience, and adaptive capacities of coastal communities; and
- Provide sufficient funding, supported by improved estimates of adaptation costs in coastal areas and small island States, to support adaptation; and

(iii) Capacity development, public education and awareness:

- Provide assistance to SIDS and developing coastal countries to build institutional capacity to implement adaptation measures, early warning, and disaster risk reduction;
- Improve awareness and understanding among policymakers of the importance of oceans and climate issues and the need to take bold policy measures;
- Expand outreach and education to improve awareness of the risks posed to coastal communities and to catalyze support for bold policy measures

Ecosystem-based Integrated Coastal and Ocean Governance



Report Card: EBM/ICM

Extent of Efforts				Extent of Progress				Timing – Goals Reached		
Low	Medium	High	Data Unavailable	Low	Medium	High	Data Unavailable	On Time	Some Delay	Significant Delay
	✓					✓			✓	

Explanation

- The genius of Chapter 17 of Agenda 21 was the realization that the oceans can no longer be managed solely as they have been traditionally, sector-by-sector, use-by-use. Instead, as Agenda 21 put it, approaches that are “integrated in content, and precautionary and anticipatory in ambit” must be adopted.
- Since 1992, the paradigm of ecosystem-based integrated coastal and ocean management has been widely accepted and put into place in a growing number of countries and regions
 - 100 countries ICM, 40 countries EEZ
 - 16 LMEs, 18 Regional Seas
 - political regions—Europe, East Asia, South Pacific

EBM-ICM

- **Powerful lessons have also been learned about the importance of creating and strengthening institutional arrangements for ICM/EBM, involving inter-agency coordination and oversight, preferably from the highest levels of government such as a Prime Minister's office, in making ICM/EBM a reality.**
- **A major challenge in the next phase is to:**
 - 1) further enhance the implementation of integrated oceans policy, including its institutional aspects, at both national and regional levels**
 - 2) consider appropriate applications in areas beyond national jurisdiction, and**
 - 3) consider how integrated governance could, as well, be applied to the United Nations system to achieve greater effectiveness and coherence**

EBM-ICM

Recommendations

- I. Enhance Integrated, Ecosystem-based Ocean and Coastal Governance at National and Regional Levels*
 - Scale up the practice of integrated oceans governance to all countries and regions around the world. Given the nature of the added challenges that will need to be faced in ocean and coastal areas and in Small Island States as a result of climate change, it is imperative that EBM/ICM efforts be scaled up and collective investments be significantly increased.

EBM-ICM

National Level

- **Scale up national programs to include larger portions of the coastal zone and ocean under national jurisdiction.**
- **Further develop and implement (with funding) integrated coastal and ocean laws, e.g., through Ocean Parliamentarians.**
- **Further strengthen integrated institutions and decision processes for the coast and ocean**
- **Incorporate and apply Marine Spatial Planning, aiming to achieve, in national waters and regional areas, the Convention on Biological Diversity's Aichi target of protecting at least 10 per cent of marine and coastal areas.**
- **Address persistent poverty and inequality in large parts of the coastal areas of the developing world.**

EBM-ICM

National Level (Continued)

- **Bring mitigation and adaptation to climate change in coastal areas under the framework of existing ICM/EBM institutions. Extensive capacity development of national and local/regional officials will need to take place to develop and apply climate mitigation and adaptation strategies.**
- **Mitigate climate change and sustain coastal resources through protection and restoration of coastal carbon sinks (“Blue Carbon”).**
- **Facilitate the development of renewable sources of energy (e.g. offshore wind, wave, and tidal energy).**
- **Promote sustainable ocean and coastal livelihoods, “blue” green job creation, public private partnerships, and local level and community-based management.**
- **Address the issues (legal, humanitarian, economic, ecological) of possible displacement of millions of coastal and island peoples.**

EBM-ICM

Regional Level

- **Encourage and assist the key role played by the Large Marine Ecosystem Programs (LMEs) and the Regional Seas Programmes in harmonizing actions of governments in transboundary contexts.**
- **Encourage the development and implementation of ICM/EBM protocols in regional seas programmes and their implementation at the national level, following the Mediterranean example.**
- **Encourage application of EBM/ICM approaches by the full range of bodies responsible for management of resources at the regional level, such as Regional Fishery Management Organizations, and other regional resource management arrangements.**

EBM-ICM

Financing

- **Provide sufficient financing for developing countries and SIDS to cope with the effects of climate change. Current financing estimates for coastal adaptation are woefully inadequate and need to be revised. A **minimum of half of the adaptation funds** should be devoted to coastal and island communities, home to 1/2 of the world population.**
- **Provide adequate financing to support the capacity development and public education that is so much needed for integrated oceans governance and associated climate change and biodiversity issues.**

EBM-ICM

Capacity Development

- **Build capacity for ocean and coastal management in a transformative era, toward the Blue Economy and Blue Society**
- **Provide long-term capacity development in ICM/EBM including climate change issues and biodiversity issues, incorporating leadership training:**
 - **Enhance capacity for exercising leadership for high-level national decisionmakers and Ocean Parliamentarians**
 - **Strengthen or create university programs to educate the next generation of leaders**
 - **Enhance the capacity of local decisionmakers**
- **Share best practices and experience on ICM/EBM, networking and other measures. A network of National Ocean Officials should be promoted.**
- **Certify good practice in ICM/EBM, following the PEMSEA (Partnerships for Environmental Management of East Asian Seas) model.**

EBM-ICM

II. Improve the International Regime for Integrated Ocean Governance

Extend EBM/Principles and Approaches to Marine Areas Beyond National Jurisdiction

- **Established EBM/ICM principles and approaches must be applied to 64% of the ocean that lies beyond national jurisdiction (ABNJ) to address multiple use conflicts, manage new uses, and protect vulnerable ecosystems and marine biodiversity. While there has been growing consensus on the use of useful approaches such as Environmental Impact Assessments and establishment of networks of marine protected areas, more attention needs to be focused on institutional aspects—who will implement EIAs, manage marine protected areas, address conflicts, etc.? As in EBM/ICM decision processes under national jurisdiction, authority needs to be vested in existing or new institutions and a process for multiple use decisionmaking needs to be established.**

EBM-ICM

Integrated Oceans Governance at the UN

- **Elevate oceans to the highest levels of the UN system to enable a cross-cutting approach and appropriate and timely response to major threats and opportunities. For oceans, focused attention at the highest political levels—the UN Secretary-General is needed. Coordination and cross-cutting action at a high political level is essential, not only at the expert staff level.**

Biodiversity and Marine Protected Areas



Biodiversity and Marine Protected Areas

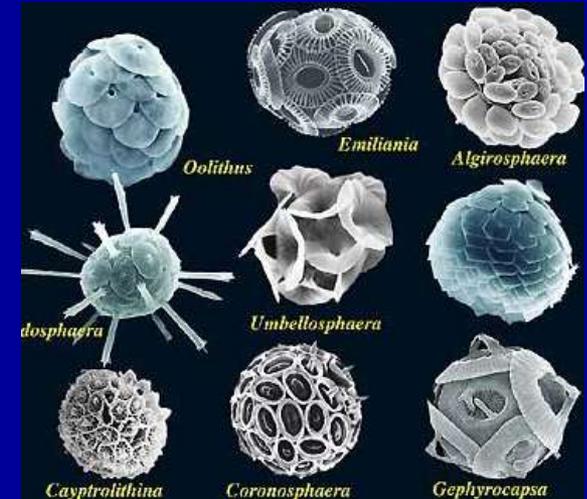
NOAA 2007

- **Did not achieve 2010 Biodiversity target; Not predicted to achieve 2012 MPA target**
- **Marine Living Planet Index shows a continued decline in abundance, diversity and distribution of marine species**
 - 19% of coral reef cover lost; 15% are seriously threatened; and an additional 20% may be lost in the next 20-40 years
- **MPA networks are not truly representative of marine ecosystems and offer inconsistent protection**
- **Progress made towards the achievement of the 2010 biodiversity target for certain species and ecosystems**
 - Net loss of mangroves may have slowed down possibly due to massive replanting campaigns after the 2004 tsunami
- **Total MPA coverage has increased over 150% since 2003 (Toropova et al 2010)**
 - **Spatially expansive marine protected areas; 11 large MPAs now make up 60% of global MPA coverage.**



Climate Change and Marine Biodiversity

- CO₂ absorbed by seawater has caused a **30% increase in acidity**, posing serious threats to marine ecosystems and the millions of people dependent upon them
- If current trends in greenhouse gas emissions continue, many of the remaining reefs will be lost to coral bleaching over the next 20 to 40 years (Wilkinson 2008)
- Global temperature rise impacts the range and distribution of species and food-webs underlying globally significant fisheries
- Notable socio-economic impacts of climate change impacts on biodiversity, involving:
 - Availability and stability of aquatic food supply, which will be impacted by changes in seasonality, increased variability in ecosystem productivity and supply;
 - Access to aquatic foods, which will be affected by changes in livelihoods and catching or farming opportunities; and
 - Utilization of aquatic products, as some societies and communities will need to adjust to species not traditionally harvested (FAO 2010)



Biodiversity and Marine Protected Areas

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- Accelerate the establishment of MPA networks in the broader context of EBM/ICM and marine spatial planning, with emphasis on climate change resilience
- Create, and improve the capacity of, institutional mechanisms dedicated to the creation and the management of MPAs
- Ensure that development planning and sectoral management frameworks incorporate the ecological and socio-economic value of ecosystem and biodiversity services, including through economic valuation
- Develop outreach and education programs to encourage people to reflect on modes of living and to push policymakers to take concrete actions
- Develop a new global mandate on marine biodiversity and MPA, building on the Jakarta Mandate, to ensure concerted future political engagement

Sustainable Fisheries and Aquaculture



Fisheries and Aquaculture

Overexploited, fully exploited, or depleted marine fish stocks, increased from 75% in 2004 to 89% in 2008; Fish consumption is projected to grow 1.5% per year to 2020

- **More than 90% of FAO Member State have developed fishery management plans (FMPs)**
- **78 nations have ratified the UN Fish Stocks Agreement**
- **Many FAO Member States have developed National Plans of Action (NPOA) for illegal, unregulated, and unreported (IUU) fishing, and addressing fishing capacity**
- **Less progress in eliminating perverse subsidies at the national level**
- **National legislation prohibiting destructive practices; but enforcement is largely inadequate.**
- **UNGA resolutions on bottom-trawling in the high seas**
- **Many States have developed legal frameworks for sustainable aquaculture; but governance remains an issue in many areas**
- **Market-driven approach to aquaculture has led to rapid development, but environmental degradation as well**



Fisheries and Aquaculture

Central Dilemma

- So many depend on fisheries for food and livelihood, but attempting to meet these demands is decimating fish stocks

Will the further implementation of the complex set of measures that are already in place will make the difference?

OR

Is more wholesale reform and innovative solutions needed?

- We are at a crossroads
- There is still time to reverse negative trends, but through urgent action and more concerted engagement by all stakeholders.

Fisheries and Aquaculture

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- Review and modernize RFMO mandates and develop regional partnerships between RFMOs and other regional and global bodies
- Register all fishing vessels in each country in a public register to begin to control access
- Promote compliance with, and the strengthening of, MCS measures, including increased information-sharing, vessel monitoring systems (VMS) and observer programs
- Accelerate efforts to enhance ocean use agreements in the EEZs of developing countries to ensure local benefits, social equity, resource conservation, and public transparency
- Identify and adopt management measures for ecologically significant and vulnerable marine areas, including MPAs and fishery closures
- Undertake capacity-building and technology transfer to improve the capacity of developing states to effectively participate in RFMOs
- Develop mandatory reporting requirements for bycatch for different types of gear and fishing techniques; and assess the adverse impacts on ecosystems of different types gear and fishing techniques

Addressing Critical Uncertainties for the Management of the Marine Environment and Climate Change



Addressing Critical Uncertainties for the Management of the Marine Environment and Climate Change

- **Scientific community has done much to adapt scientific priorities to pressing environmental changes**
- **Establishment of the Global Ocean Observing System (GOOS), as a partnership between IOC, the WMO, UNEP, and the International Council for Science (ICSU)**
 - **Global system for observations, modeling and analysis of the marine environment**
- **Considerable (but incomplete) progress; Better sampling systems, more complete monitoring networks, a deeper knowledge of some ecosystem processes**
 - **However, knowledge is far from complete, and new unexpected challenges and threats have emerged since Rio**
- **We are behind the deadlines and targets:**
 - The Global Ocean Observing System (GOOS) is still only at a 63% level of implementation**
 - **Approval of the “Regular Process” took longer than expected**



Addressing Critical Uncertainties for the Management of the Marine Environment and Climate Change

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- Increase institutional capacity and funding for scientific monitoring and ensure adequate coverage of sampling sites
- Support countries (i.e. transfer of technology, capacity building) to enable them to respond and deliver good scientific data to the reporting processes coordinated by UN agencies and organizations
- Promote and support research that explores the impacts of climate change and ocean acidification on marine ecosystems.
- Promote and support research on ecosystem functioning to create solid foundations for an ecosystem based management
- Promote and support monitoring networks at different geographic scales through a variety of habitats and climatic regions



Coordination of UN Activities on Oceans

Coordination of UN activities on Oceans

- **Goal:**
 - Establish an *effective, transparent* and *regular* inter-agency coordination mechanism on ocean and coastal issues within the United Nations system
 - Goal achieved quickly, after some iterations, in 2005, with the establishment of UN-Oceans
- UN-Oceans brings together the UN agencies concerned with oceans about once a year, and operates ad hoc task forces to address specific time-sensitive initiatives (6 task forces so far). The process is *regular* (regular meeting involved), and *transparent* (minutes available on the Internet, but NGO participation very limited).
- Concerning the question of *effectiveness*, it would appear that the UN-Oceans effort has primarily been effective in providing a forum for communication among the agencies. Increased communication and information sharing among the agencies may well set the stage for enhanced joint action in the future.

Obstacles

Structure of the interagency mechanism

- **An interagency mechanism composed of agencies all at the same level, with no clearly designated lead authority or location at a higher bureaucratic level, will generally produce results mainly in terms of enhanced communications, not joint action and development and implementation.**

Funding issues

- **There is no specific funding for Secretariat activities to ensure the continuing interagency cooperation and oversee joint activities.**
- **There is no specific funding set aside for joint activities within each of the agencies planning and budgeting cycles.**
- **The UN agencies all have different governing bodies/processes on different timelines and with different budgets, making funding for joint activities (outside of the regular budgeting process) an unlikely prospect.**

Report Card: Coordination of UN Activities on Oceans

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Learn lessons on what works in inter-agency cooperation from national cases

Comparative studies of the effectiveness of national-level efforts in interagency coordination on oceans suggest the following effectiveness factors:

1) location of the interagency effort—most effective appears to be locating the effort at the highest level of government (e.g. Prime Minister's office) to enable cross-sectoral decision-making; alternatively, a major ocean agency can be named the lead for integrated policy but for this alternative to be effective there needs to be sufficient vesting of authority and funding;

2) involvement of high-level officials from the sectoral agencies with the authority to make decisions, commit resources, and follow-through on joint actions;

3) a coordination office and staff to manage the interagency effort, to carry out activities, to anticipate emerging issues and problems, develop and oversee the implementation of integrated ocean policies, prepare periodic reports on the state of the oceans and accompanying ocean budgets;

4) involvement of stakeholders and the public to insure that the full range of perspectives on oceans are appropriately considered in the formation and implementation of ocean policy.

Recommendations

- In 2011, we are now in a new era in which climate change effects ineradicably pose a situation of higher risk and of possible tipping points. Changes to oceans, effects on coastal communities, widespread displacement of coastal communities, all pose prominent opportunities for disaster. At the same time, as we chart the way to the new low-carbon economy and society, great opportunities for ambitious innovation are also prominent on the horizon.
- At this key juncture in time, we need enhanced and decisive United Nations mechanisms for **dealing with the new level of risk and to realize the opportunities that lie ahead**. We cannot count solely on the incremental actions of a myriad of specialized agencies, each with different missions and governing bodies.
- Just as many countries have done at the national level, we must embrace the vision of the whole, and institute integrated oceans governance at the United Nations.

Integrated oceans governance at the UN

- **Elevate oceans to the highest levels of the UN system to enable a cross-cutting approach and appropriate and timely response to major threats and opportunities. For oceans, focused attention at the highest political levels—the UN Secretary-General is needed. Coordination and cross-cutting action at a high political level is essential, not only at the expert staff level.**
- **Establish a UN Secretary-General or other high-level coordination mechanism on Oceans.**
- **Develop a UN Secretary-General “Ocean Budget” report**

Regular Process of Global Marine Assessment



Regular Process of Global Marine Assessment

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	✓					✓				✓

- **Goal accomplished:** In 2010, the Regular Process was established under the United Nations as an intergovernmental process guided by international law
- Operationalization of the Regular Process now in progress, with the first five-year cycle on track and expected to be completed by 2014, in time for the CSD review of the oceans

Regular Process

Recommendations:

- **Because GMA reporting through the Regular Process is delayed, other assessments or other forms of reporting should be used to inform decision-making in a more timely way**
- **Additional funding resources should be found to fully support the implementation of the Regular Process**
- **Scope and scale of the Regular require that the working method of choice be efficient and effective; prioritization of issue areas and capacity development essential to ensure efficiency and effectiveness**
- **The Regular Process should involve and capitalize on the resources of other key actors in the ocean community, especially the NGOs and the business sector**

Regular Process

Recommendations (continued)

- **Transparency of the Regular Process for all audiences is essential, including to: a) Governments; b) Relevant UN agencies and programmes, other global IGOs; c) Regional IGOs; d) NGOs; e) Relevant scientific institutions and major groups; f) Experts; and g) Civil society and the general public**
- **The Regular Process needs to be coordinated with the Intergovernmental Platform for Biodiversity and Ecosystem Services (IPBES)**
- **Engaging the full involvement of governments is essential; wealth of knowledge and expertise arising from many years of marine research in various regions should be channeled into the Regular Process effectively**
- **Interactions with local communities should be strengthened, in order to incorporate local and traditional knowledge on the marine environment in the Regular Process and in the decision-making process.**

Capacity Development and Public Outreach



Capacity Development

- **Priority need expressed by developing countries and SIDS**
- **Capacity development emphasized both in UNCED and WSSD**
- **Capacity development more important than ever especially in view of climate change**
- **On the positive side: the new paradigm of ecosystem-based integrated ocean and coastal governance has been widely disseminated, some important initiatives such as the University Consortium of Small Island States have been taken**

Capacity Development

General Impression

- The total level of funds expended has been very small
- UN agencies typically have very low budgets devoted to capacity building
- Capacity building is done by a wide array of actors—educational institutions, UN agencies, multilateral and bilateral donors, NGOs—no one tracking overall effort, expenditures, aggregate impact
- No strategic planning and vision involved, recipients complain about “little courses here and there,” not amounting to overall accreditation in a particular field/area
- Lack of coordination among the donors
- There have been assessments of what is needed at global level, and regional levels

Capacity Development

- **There needs to be a coming together of countries, donors, UN agencies, providers of capacity training and education, others, to provide an accurate assessment of needed financial investments, and to develop a strategic approach to capacity development in various regions.**
- **A strategic approach would encompass training in both the overall vision related to oceans/climate/biodiversity (the integrated approach) and training in specific sectors. Different levels would also need to be addressed, e.g. :**
 - 1. Enhancing the capacity for exercising leadership for national decisionmakers and Parliamentarians;**
 - 2. Strengthen or create university programs to educate the next generation of leaders;**
 - 3. Enhance the capacity of local decisionmakers.**