

## **Environmental Governance**

This document contains relevant information with respect to the UN Reform Follow-Up Processes in the area of Environmental Governance.

### **Co-Chairs**

H.E. Mr. Claude Heller Rouassant of Mexico

H.E. Mr. Peter Maurer of Switzerland



**Statement on behalf of the Group of 77 and China**  
**by Mr. Farukh Amil, Deputy Permanent Representative of Pakistan,**  
**at the informal consultations of the General Assembly on the**  
**institutional framework for the UN's environmental activities**  
**10 September 2007, New York**

**Honorable Co-Chairs,**

The Group of G-77 and China is pleased to contribute to this informal consultative process on the institutional framework for the United Nation's environmental activities under paragraph 169 of World Summit Outcome 2005.

2. We thank the co-Chairs for all their efforts and extensive consultations with Member States and other relevant stakeholders over the last year and a half on the institutional framework for the United Nation's environmental activities and for presenting their 'Options Paper' based on those consultations.

3. The process of consultations conducted so far clearly indicates that while there is a broad consensus to reform and strengthen the institutional framework for environmental activities, serious divergences exist on how best to move forward.

4. The Group of 77 and China would like to reaffirm its commitment to the International Environmental Governance process agreed to in Cartagena in 2002 and would support the continuation of this process aimed at exploring a more coherent institutional framework for UN environmental activities.

5. We contributed to this consultative process on the firm understanding that no time limits would be set or pressure brought, to reach consensus on those issues that have remained unresolved, including on the agenda of inter-governmental bodies outside the General Assembly. We trust that we will continue to be realistic and careful about setting any deadlines for this process

6. The Group of 77 and China would also like to take this opportunity to seek clarifications on how do the Co-chairs view and define the issue of “broader transformation” and would this be related to the discussions on the proposed seven “building blocks”. A plain reading of the text, in our understanding, envisages separate processes for discussing the seven building blocks and issues of broader transformation. Without prejudice to the positions that we may take henceforth, the G-77 and China would favor an integrated and holistic approach dealing with all the issues simultaneously. The ToRs, proposed to be drawn to carry the process forward, should also reflect this.

**Honorable Co-Chairs,**

7. While addressing the issues of environmental activities, the Group of 77 and China strongly believe that the three pillars of sustainable development should be addressed in a coordinated, integrated and comprehensive manner. UN environmental activities must not only be supportive of the objectives of major UN Conferences and Summits in the economic and social and related fields but also preserve the integrity of the three pillars of sustainable development, as agreed in Agenda 21, the Millennium Summit, the World Summit on Sustainable Development and 2005 World Summit.

7. Through this process, we will seek to secure the implementation of the decisions reached at the Rio, Johannesburg and Bali conferences. We are disappointed that so far little progress has been made towards the implementation of Bali Strategic Plan for Capacity Building and Technology Transfer. We believe that the provision of stable, predictable and adequate financial resources for environmental activities and entities are vital for implementation of development commitments.

I thank you.

**Informal consultative process on the institutional framework for the UN's  
Environmental activities****EU's first reaction on the co-chair's Options Paper****Introduction**

The European Union firmly supports the ongoing consultations on the reform of the institutional framework for UN's environmental activities in the follow-up to paragraph 169 of the 2005 World Summit Outcome and expects it will allow for a substantive, inclusive and transparent exchange of views on all relevant issues, based on the engagement of all relevant stakeholders and lead to a real upgrade of the current system of international environmental governance.

The *Options Paper* contains a comprehensive and valuable overview of the key problems and issues.

The European Union welcomes the *Options Paper* as a very helpful contribution to the reform process, recognizing that, notwithstanding the complexity of the issues involved and the variety of ideas and positions expressed by Member States, the Co-Chairs skilfully managed to capture, in the *Options Paper*, the comments and positions expressed by delegations in a systematic and consistent way.

The EU is broadly in line with the co chairs' analysis of the current system of International Environmental Governance. In general, most of the options proposed by the Co-Chairs merit the support of the European Union. It is very important that measures proposed do not lead to increased bureaucratic structures and burdens. There will also be a need to analyse legal as well as cost implications.

The European Union strongly supports both the Co-Chairs' proposals to continue with the informal consultations process (this requires ongoing discussion during UNGA62, with clear timescales and taking advantage of key meetings throughout the year to drive progress forward) and to start formal negotiations on a broader transformation of the International Environmental Governance (IEG) System, no later than the beginning of the 63<sup>rd</sup> session of the GA. The outcome of the IEG debate would be put in perspective with other ongoing UN processes/discussions such as the System Wide Coherence.

The EU recognizes the very useful contribution made by the recent Rio meeting on "Environment and Sustainable Development: Challenges for International Governance". We look forward to further discussion on areas of convergence identified at the meeting as a means to securing the necessary consensus for change. The Chair's summary from the Rio meeting can usefully feed into New York deliberations.

We reiterate our appreciation and strong support for the ongoing strategic work of UNEP which keeps demonstrating its willingness to live up to its mandate and constitutes an important contribution to the strengthening of the IEG-system.

The European Union is ready to work with all UN members as well as relevant stakeholders, to strengthen IEG and looks forward to the continuation of this process of informal consultations, and to further exploring possibilities for a more coherent institutional framework of environmental governance. While significant strengthening of the IEG system can be achieved through short- and medium-term reform, such as the measures included in the proposed building blocks, the EU firmly believes that an ambitious reform is required in order to achieve the desired strengthening of the IEG system and feels encouraged to work for the establishment of a UN Environment organisation, in Nairobi, based on UNEP, with a revised an strengthened mandate, supported by stable, adequate and predictable financial contributions and operating on an equal footing with other UN specialised Agencies.

The EU considers that:

- A strengthened IEG should be built on existing mechanisms and structures;
- One flexible and adaptable body should be established for overseeing the coordination of environment activities across the UN with capacity to respond to emerging environmental challenges;
- This body should also contribute to mainstreaming environment across UN and beyond.

### **Building block 1 - Scientific assessment, monitoring, and early warning capacity**

Scientific knowledge and management of scientific information should be at the basis of sound environmental policy and has a key role to play in the IEG system. UNEP must continue to be the authoritative body and centre of excellence on monitoring, assessment and early warning on the global environment that can mobilise scientific support, information and knowledge as well as technical support and capacity building.

Partnering among relevant institutions and better coherence among existing networks is key in reaching this objective. Progress on these recommendations should be rapid and put to the UNEP GMEF for consideration as proposed.

The creation of a Chief Scientist is a very interesting proposal, which could allow UNEP to become the convenor of choice for scientific institutions and communities. The option should however be carefully assessed and other options also envisaged. Apart from the need for a high-calibre incumbent, the institutional support is key to success. In addition, based on the growing need for multidisciplinary work, the inclusion of a highly competent senior economist, with expertise in the fields of environmental and development economics in a support team should be considered.

There is also a need to strengthen existing scientific networks and capacity within UNEP. UNEP should focus scientific assessment on areas which are valuable to diverse policy constituencies and have political traction. Recent moves to address the interface between development (human) and environment sciences is welcome and should be developed further.

The interaction of UNEP with the scientific bodies of MEAs and a stronger scientific role for UNEP, as a platform for cross cutting scientific analysis as envisaged in the Environmental Watch Strategy is also considered an important element.

The strengthening of UNEP and the further creation of a UN Environment Organisation should facilitate a strengthened scientific base for IEG, improving policy and decision-making. The mandate should allow it to be an authoritative body and centre of excellence on monitoring, assessment and early warning on the global environment that can mobilize scientific support, information and knowledge as well as technical support and capacity building.

### **Building block 2 - Coordination and cooperation of agencies**

The EU has at various occasions expressed the need for enhanced coordination and cooperation and for a strong environmental pillar in the UN and has considered the proposals to achieve this with great interest. More attention should be paid to the role of agencies such as UNESCO, UNIDO, FAO, and others in the environmental field in order to avoid overlaps in the reform of IEG.

With regard to the options related to operational work, the cooperation between UNEP and UNDP, and involvement of UNEP in "One UN" pilot countries is key to sustain cooperative efforts. It should evolve in response to identified, country-driven needs with the Pilots, and ensure that capacity-building and technology support become an integral part of national development frameworks. We support UNEP efforts to offer their expertise to the Pilots as they develop.

In addition, we are confident that the closer collaboration, already under way between UNEP and UNDP, will entail further clarification of roles regarding the Bali Strategic Plan as suggested in the options paper. The existing UNEP/UNDP MoU should be implemented and given adequate support from both organisations. UNEP and its regional offices should cooperate with UNDP and other relevant agencies. This will allow UNEP to develop a wider in-country reach. Similarly, an exercise aimed at strengthened cooperation between the GEF Secretariat and its partner agencies is under way.

Observer Status for UNEP and MEAs on the relevant WTO committees - and vice versa- is essential for coherence. A much stronger interaction between trade and environment activities is needed.

Taking note with appreciation of the proposals for a strengthened Environment Management Group (EMG), the EU recommends that special attention should be given to the policy guidance and coordination role of the CG/GMEF.

The EU also notes the current efforts of EMG in this regard, including through issues- and theme-based organization of work, (for example in striving for a climate neutral UN or coordinating the internal UN position on the SWC environment/SD reforms). We are

however, hesitant with regard to the proposal for the EMG to report separately to the General Assembly and the Chief Executive Board for coordination (CEB). Such reporting should be incorporated in broader reporting on the performance of the IEG system and progress in implementing reforms unless they involve reporting on specific activities.

### **Building block 3- Enhanced coordination between multilateral environmental agreements (MEAs);**

The call for an increased cooperation and coordination between different MEAs, the need for greater synergies between local and regional offices and a better cooperation between UNEP and the MEAs are strongly supported by the EU. Enhanced cooperating and coordination among the different entities would ensure a more coherent system and lead to enhanced and facilitated national implementation of the MEAs, reducing the burden of participation on Parties, especially developing country Parties.

The EU largely agrees with the options presented under this building block. However, attention should be paid to the autonomy of MEAs, which are treaty-based bodies governed by plenary decision-making bodies (such as the Conferences or Meetings of Parties). Due consideration should thus also be given to different memberships and ratifications of these treaties. While the negotiation of those treaties has usually been initiated by UNEP or the UNGA itself, the GA could only encourage the clustering of MEAs. For the implementation of such measures the explicit consent of the decision-making bodies of MEAs in question is needed.

Pending this discussion within the specific conventions, the focus should be on joint operations, projects and work programmes, rather than joint structures.

The Co-Chairs call for the coordination of country-related activities of MEAs with the host country government and within the UN system as well as coherence with the Bali Strategic Plan. The EU would note that implementation of MEAs at the national level is the responsibility of individual Parties and that MEA Secretariats have -and should keep- limited country-level activity. Therefore the EU considers that the real need is to involve UNEP and UNDP and the IFIs in the work related to implementation of all MEAs to see how they can support implementation in developing countries of policies agreed by COPs. EU Member States also work to support synergies in the assistance provided by the Global Environmental Facility so that projects can benefit all MEAs for which the GEF is the financial mechanism.

Further discussions would benefit from consideration from input and feedback from the deliberations of the work now going on in the Ad hoc Joint Working Group on Cooperation and Coordination among the Basel Rotterdam and Stockholm Conventions.

Discussions on future IEG structures would also benefit from focusing on the relationship between the functions carried out by MEA secretariats and services provided by UNEP and a future UNEO in a coherent manner.

### **Building block 4- Regional presence and activities;**

The EU fully supports the need to strengthen IEG at a regional level. UNEP's regional offices could also be entry points for policy formulation and coherence at the regional level, for example, by providing expertise and advice to the One-UN Pilots, UNDP, and other UN agency teams. We support the option for a review of the existing role and mandate of UNEP Regional offices. Regional level capacity building activities should be carried out in cooperation with relevant UN agencies in order to avoid duplication. The co-chairs option concerning better cooperation with UN regional commissions corresponds to a clear need and is therefore also supported by the EU.

#### **Building block 5- Implementation of the Bali Strategic Plan;**

The EU believes that all elements of the Cartagena package, and the Bali Strategic plan for technology support and capacity building should be implemented with a sense of urgency. UNEP engagement in the One UN Pilot programmes provide optimal opportunities for capacity building work on the environment and thus implementation of the Bali Strategic Plan. . Implementation will be especially efficient if done in cooperation with relevant agencies, in line with the suggestions of building block 2. More thought is also needed on the potential integration of Bali SP into the work of the MEAs, as MEAs often have their own capacity building structures. This option could be given consideration by the Joint Liaison Group of the Rio Conventions.

The EU also supports increased dialogue with the IFIs and the GEF on securing better integration of the Bali SP into their operations.

#### **Building block 6- Information technology partnerships and advocacy;**

The EU is globally in agreement with the options proposed, notably with proposals aimed at providing extra support and leverage to environmental considerations in Global Governance. The creation of a Partnership Forum should be carefully evaluated. The EU has doubts about the feasibility of the co-chair's proposal to establish a single unified Clearing-House Mechanism of best practices and lessons.

#### **Building block 7- Financing**

In the face of increasing environmental degradation in developed and developing countries, the EU believes more efficient use of existing resources is needed, as well as ensuring adequate global financial means. The establishment of a UNEO could enable the setting of a more stable, predictable and adequate budget, taking into account the respective requirements for efficient and effective operation of the headquarters as well as for the organization's activities in accordance with the work programme.



The EU can support the objective to “improve financing for the IEG system and for environmental activities through timely and adequate funding” and efforts to make more efficient use of existing resources. It is recognised that a clear identification of core functions, a better balance between earmarked and non-earmarked resources, the adherence to a results based management, a better coordination to avoid duplication of efforts and the adoption of simplified and mainstreamed reporting procedures are of crucial importance.

In this regard we would like to highlight the proposals on a financial tracking system and on a funding structure for UNEP that allows for private sector contributions, and increased adequate future replenishments of the GEF.

Further reflection would be useful in particular on the links between the GEF/UNEP, taking into account available funding and UNEP’s comparative advantage. We are also supportive of better integration of the UNEP-GEF portfolio into the core work of UNEP. The EU also supports improved dialogue with other GEF implementers, through the One UN Pilots to ensure a country driven, strategic approach to environment activities and reduce duplication of effort.

Innovative ways to provide more financing for environmental protection are likely to be required in addition to the measures proposed.

## **Final remarks**

A step by step approach and a broader transformation of the IEG system, including the institution of a UN Environmental Organization, are two complementary approaches to improving IEG. One does not preclude nor duplicate the other. The EU is willing to engage constructively and with an open mind with partners in order to build further common ground, taking into account all relevant inputs, throughout UNGA 62.

The EU fully supports an ambitious, yet incremental, improvement of IEG, but is of the view that this will not suffice to face growing global environmental challenges.

Therefore the EU has proposed to transform UNEP into a UNEO. The creation of a UN Environment Organisation should facilitate a strengthened scientific base for IEG; improve coherence and co-operation in the UN system and beyond through working with and influencing other international organisations (within and outside the UN system- IFIs in particular) to ensure coherent policy and decision making therefore contributing to building block 2. The EU finds that technology support and capacity building in general could be enhanced under a UNEO, working with relevant stakeholders, especially UN agencies and IFI’s.

The EU emphasises that the need for a clear timescale on these issues is now largely shared among the international community. The European Union further agrees with both the Co-Chairs' proposals to continue with the informal consultations process and with their objective of starting formal negotiations on a broader transformation of the International Environmental Governance (IEG) System, no later than the beginning of the 63<sup>rd</sup> session of the GA.

## CHECK AGAINST DELIVERY

Statement  
10 September 2007

UN General Assembly  
Informal Consultative Process on the Institutional Framework for the  
United Nations' Environmental Activities

Delivered by Michael Snowden, Adviser, Permanent Mission of the United  
States of America to the United Nations

- The United States thanks the Ambassadors of Mexico and Switzerland for the Options Paper they have produced. The U.S. has been fully engaged in this process, and we note the progress made to date in consolidating the views of member states.
- In the interest of time, allow me to make general remarks about how the U.S. wishes to see this process move forward, and then offer a few general remarks on certain elements in the Options Paper. With the Chairs' indulgence, I hope to have specific reactions to each of the building blocks in the near future.
- The United States supports increasing the efficiency of the UN Environment Program (UNEP), improved coordination among various environmental bodies and multilateral agreements, and the improvement of international environmental governance (IEG).
- We are fully prepared to work with delegations to continue discussion of the Options Paper to identify points among the building blocks on which we might find consensus and which could provide the substance of a General Assembly resolution. We of course do not agree, however, with all of the points of the Paper or with all of the building blocks

- Regarding the broader transformation of the IEG system, the United States firmly holds the view that increasing efficiency does not mean increasing centralization. On the contrary, experience dictates that, far from seeking greater centralization, we should be moving in the opposite direction – toward practical, bottom-up approaches rather than rigid top-down legal instruments that often do not get implemented.
  - For example, in forests, the International Tropical Timber Organization (ITTO) has worked regionally with mahogany range states to address their compliance needs for the Convention on International Trade in Endangered Species (CITES) and helped to integrate CITES implementation into individual country projects funded by ITTO. While CITES itself does not have capacity building as an aspect of its work, this complementary role by ITTO is within the mandate and scope of the International Tropical Timber Agreement and addresses a real need.
- We view the current system of international environmental governance – with its problem-specific blend of legal instruments, non-legal instruments, and practical grass-roots approaches – as responsive and nimble, decentralized, specialized, relatively efficient, and flexible, and we have serious reservations regarding the need for an overarching institution.
- The United States firmly believes that any serious attempt to address efficiency/effectiveness within the UN system must include recognition of the value of further decentralization that favors bottom-up practical approaches.
- Given the wide divergence of views among governments on this very important issue, we believe significant further study is required on the range of options included in the Co-Chairs’ text, particularly on the matter of the broader transformation of the IEG system.
- We are prepared to continue our discussions, formally or informally, to identify pathways to consensus. We believe these efforts should focus on our common goals of improving UNEP and other UN bodies

so that they can support governments' efforts to protect their environment while promoting sustainable development.

### **Specific Comments**

Allow me to offer general comments on a few of the suggestions contained among the seven building blocks which could, in our view, win general consensus and possible inclusion in a General Assembly (GA) resolution.

- Regarding scientific assessment (BB1): UNEP should institute greater cooperation with national laboratories and agencies in order to facilitate cooperation between those with established procedures and experience with those that are in the process of developing new programs and procedures.
- UNEP should not seek to develop substantive expertise in all areas. Rather, UNEP's need for in-house capacity should be limited to expertise that will allow UNEP staff to understand issues, evaluate information and research, facilitate access to information and expertise, and manage/coordinate assistance utilizing others' expertise.
- A variety of methods exist to improve coordination and cooperation at the agency level (BB2):
  - **Improve cooperation between UNEP and the UN Development Program (UNDP) by building on UNEP/UNDP Memorandum of Understanding (MOU):** The UNEP and UNDP secretariats should go through a process in which the respective roles of both UNEP and UNDP are clarified vis-à-vis sustainable development in order to reduce duplication and maximize resources for capacity building.
  - **Improve utilization of the UN Development Group (UNDG):** Where UNEP is present, integrate UNEP into

the undg. Where UNEP is not present, use UNDP as a proxy through a UNEP/UNDP MOU.

- **Utilize UNDP's comparative advantage :** UNDP has presence in a greater number of countries than UNEP. UNEP and UNDP should coordinate so UNDP can facilitate UNEP's programs in program in particular countries, so that they can jointly assist governments in promoting sustainable development.
  - **Coordinate more closely with regional commissions (BB4):** Regional commissions receive funding from the UN regular budget and additional voluntary funding for technical programs and capacity building. Coordinate activities in UNEP and CSD more closely with technical programs through the regional commissions.
- With regards to multilateral environmental agreements (MEAs) (BB3), the U.S. prefers that MEAs cooperate on their own initiative, as needed, and on an ad hoc basis. We would not want to see UNEP or any other centralized UN entity take on a directive role with regard to the MEAs.
- "Clustering" of MEAs raises significant legal and policy issues, given, among other things, the fact that some states, including my own, are party to some MEAs and non-party to others.

In conclusion, Mr. Chairman, there are several points among the building blocks that hold potential for winning broad consensus and inclusion in a possible future GA resolution. The United States thus recommends further consideration of those practical elements of the Options Paper that have wide agreement.

Again, with regard to the more divisive issue of transforming the IEG system, we believe this topic will require significantly more discussion in either formal or informal processes before consensus might be achieved. I reiterate, however, the willingness of the United States to continuing playing its part in this process.

Thank you.

Statement of the Chinese Delegation on the UN Systematic Framework  
for Environmental Activities  
(January 23, 2007)

Mr. Chairman,

In our efforts to carry out system reform of the UN environmental activities and improve international environmental management, we must always base ourselves on the integrated framework of sustainable development and take into consideration of the overall context of the UN reform in economic and social fields. Environment is inseparable from sustainable development and the parties concerned should, on the basis of the common understanding reached at the 1992 UNCED and the 2002 WSSD, explore in a balanced and comprehensive manner specific ways and means to strengthen the activities of the UN in the environmental field so as to ensure the coordinated development of the three pillars of economic growth, social development and environmental protection. In this connection, CSD should fully play its role in providing policy guidance and coordination.

Mr. Chairman,

Over the years, UNEP and the relevant funds and programs have provided considerable help to countries in various aspects such as offering advice on environmental policy, introducing concepts, technologies and standards of environmental management, personnel training, publicity and education in environmental protection and building up implementing capacity. However, each agency seems to operate in a self-contained way. For some short-term projects and activities in particular, a lack of coordination among them keeps them from creating synergy and is likely to cause duplication of work and a failure to fully utilize the limited resources.

As far as developing countries is concerned, now they are faced with the ever more acute problem of limited coping capacity versus relentlessly increasing environmental pressure. In dealing with this problem, they need the international community's strong support. The international environmental system should above all focus on solving the urgent problems facing the developing countries, establish priority areas on the basis of the division of labor among various agencies and internationally agreed common understandings, and enhance coordination. The ownership and participation of recipient countries are important conditions for effective



environmental protection cooperation. Agencies concerned should formulate and adjust their assistance programs in accordance with the specific situations of various countries with a view to supporting the implementation of their national strategies for sustainable development. The issue of environment is an over-arching global issue; therefore, UN agencies in the field of environment should cooperate closely with international financial institutions like the World Bank and other regional development banks in order to promote the harmonization between environment and development, as well as the sustainability of development.

Mr. Chairman,

Although the EMG has held a number of meetings since its establishment, it is our view that it has not been able to play its due role. It should take further measures to effectively carry out inter-agency coordination. To this end, it is necessary to enhance the monitoring of and guidance to the group by national governments. The EMG should provide regular briefings to the member states of its member agencies, briefings that will include measures taken, progress achieved and problems to be solved. The question of inter-agency coordination can be put on the agenda of the agency concerned so that member states can better guide the work of the EMG and prompt it to give feed-backs to various views and gradually improve its work.

As for making UNEP the pillar for environment, we believe that UNEP represents an effective platform for the international community to engage in comprehensive discussions on questions related to environment. It has contributed to national and international environmental protection, especially through providing policy suggestions and technical advice. As the principal special agency of the UN system in the field of environment and sustainable development, UNEP has great potentials. However, it has long suffered from insufficient political support of its member states. The focus of the reform should be to further strengthen and reform UNEP in accordance with the requirements of the WSSD and in connection with the new developments in the field of sustainable development, with a view to improving its functions and enhancing its efficiency.

In our view, the following are some practical measures to increase the effectiveness of the UN activities in the field of environment: first, strengthen the GMEF; secondly, strengthen and fully utilize the EMG to exchange information, coordinate the agendas and programs of various agencies, enhance policy coherence, strive for flexible and rational use of financial and human resources and enhance efficiency; thirdly,

environmental protection can be incorporated in the operational activities of the UN in the context of sustainable development and UNEP should make full use of its global and regional advantages to help the developing countries implement their strategies for sustainable development.

On the question of financing, a sound financial foundation is a basic condition for the strengthening of international environmental management and the reversal of the trend of environmental degradation. For many years, international cooperation in environmental protection has been beset by the problem of financing, particularly the failure of the developed countries to honor their commitment for new and additional funds. In order to solve this problem, the developed countries should take effective measures to increase their ODA. At the same time, it is necessary to resort to multi-channeled financing: the funds of the GEF should be increased to make it truly the principal global financing mechanism in the field of environment. The guiding role of UNEP in the allocation of funds of GEF should also be strengthened. The financial situation of UNEP needs to be improved, so the UN member states should gradually increase their donations to the UNEP and the developed countries in particular should do so at a level no lower than their highest historical records. Other innovative ways of financing can also be explored as beneficial supplements to the ODA.

On the question of strengthening partnership, the UN has carried out various forms of cooperation with relevant partners in recent years and achieved some results. Many representatives of private sector, NGOs and civil society took an active part in international conferences in the field of environment and have played a positive role in promoting environmental protection and sustainable development. We welcome the further expansion of this partnership as a beneficial help to the UN environmental activities. To this end, we are of the view that first of all, cooperation with relevant partners should be carried out in accordance with the UN Charter and the Organization's rules of procedure so that all concerned know what rules to follow; secondly, partnership is a beneficial supplement to, rather than a replacement of, inter-governmental cooperation; thirdly, modes of cooperation should be flexible, diversified and tailored to the characteristics of the partners concerned as well as the fields and levels of cooperation; and fourthly, an effective assessment system should be set up to guide partnership in order to ensure its quality.

Thank you, Mr. Chairman.

**STATEMENT****10 September 2007****UN GENERAL ASSEMBLY****Informal Consultative Process on the Institutional Framework for the United Nations' Environmental Activities****Delivered by HE Frances Lisson, Ambassador & Deputy Permanent Representative**

Australia would like to thank the Co-Chairs for their excellent work in having drawn together in their Options Paper a diverse range of proposals for improving the framework for the UN's environmental activities.

Australia appreciates that this is difficult work, and commends the Co-Chairs' presentation of proposals under seven distinct, but interrelated, themes. At the very least, this has been useful for framing our discussion. It is now up to Member States to look at these proposals in more depth, and to prioritise our work, identifying areas where real practical benefits can be delivered.

Co-Chairs, discussions on IEG long pre-date this forum, and throughout this time, Australia has not heard a convincing argument that there is something fundamentally wrong with the structure of our current system. In our view, and as we have stated before, we already have a well-developed framework for global environmental policy development and implementation – we just need to make better use of it.

With this in mind, we suggest Member States now focus on proposals that are practical and achievable in the short term, that work within the current system, and most importantly, that improve environmental outcomes on the ground.

We have and will continue to listen to the views of others, but on the basis of our own initial analysis of the Co-Chairs' proposals, we think that '*Building Block 2 (Coordination and cooperation at the level of agencies)*' provides a good starting point for our discussions. In our view, this theme seeks to address the core issue – improving environmental outcomes 'on the ground' and mainstreaming and integrating environmental considerations into policy-making and development activities. This needs to happen at all levels - from the international, to the regional, and down to the national.

Co-Chairs, we understand there is a considerable amount of work already underway in seeking to better coordinate the work of UN agencies. It might therefore prove useful to focus our work by prioritising a number of your options under Building Block 2. In particular, we would be interested to further explore the relationship between UNEP and UNDP, building on their existing MOU. We should seek to ensure that their complementarities and respective comparative advantages are harnessed to produce the best possible environmental outcomes on the ground.

We thank you again for your leadership in this forum and look forward to working with you and our colleagues to develop practical and achievable solutions, concentrating on areas where the General Assembly can best add value.

Thank you.

**Statement by the Chinese Delegation at the Informal Consultation of the  
GA on Institutional Framework for the UN's Environmental Activities**  
Sept. 10, 2007

Mr. Chairman,

It gives me great pleasure to participate in this informal consultation on the institutional framework for the UN's environmental activities. I wish to thank the co-chairs for their diligent work in preparing the informative and comprehensive paper, which provides member states with a good basis for further discussion. My delegation associates itself with the statement made by Pakistan on behalf of the G-77 and China. Now I'd like to make four preliminary remarks on this paper:

First, China supports in principle the strengthening of connection and coordination among various environmental agencies and the improvement of international environmental governance (IEG). There are currently many multilateral environmental agencies whose mandates cover wide-ranging areas, but they lack adequate mutual coordination and connection. This has resulted in overlapping of certain environmental activities and waste of resources, which, together with mal-coordination, have reduced the effectiveness of work. In order to address this problem, it is highly necessary to strengthen coordination and cooperation among various agencies. However, the question of environment is in essence one of development, so the relevant reform must always be in light of the overall framework of sustainable development and be carried out in the general context of the UN reform in the field of economic and social development. We should proceed from the consensus reached at the 1992 UNCED and the 2002 Johannesburg Summit, explore in a balanced and comprehensive manner specific measures for strengthening the UN's environmental activities with a view to ensuring the coordinated development of the three pillars of economic development, social progress and environmental protection.

Secondly, it is necessary to set short-term and long-term goals for the reform of the IEG system and carry out the reform in a step by step manner. Currently, our focus should be enhancing the role of UNEP and improving its efficiency and capacity. UNEP is a good platform for the international community to engage in comprehensive discussion of issues related to environment and has made its contributions to the cause of environmental protection, particularly by providing policy recommendations and technical advice. It has great potentials as the specialized agency of the UN in the field

of environment and sustainable development. Yet for a long time it lacks adequate mandate and needs institutional capacity building. Our reform effort should focus on further strengthening the capacity of UNEP in view of the requests of the WSSD and the new developments in economic, social and developmental areas so that it can play a more effective role. Since other relevant UN agencies have their respective unique roles and advantages, they shouldn't be integrated just for the sake of integration. Instead, they should strengthen mutual cooperation and coordination so that they can collaborate while operating within their respective mandates, thus working together to improve efficiency and increase synergy. As for the establishment of UNEO, further in-depth study and full discussions are still needed in view of the considerable divergence of views.

Thirdly, we should take into full account the legal autonomy of and institutional difference among various multilateral environmental agreements, take a practical approach, engage in full consultations and progress in an orderly and gradual manner. The General Assembly should not set an artificial timeline for the clustering of the multilateral environmental agreements. The biggest problem facing multilateral environmental conventions is the lack of capacity and resources on the part of the developing countries. Only when this problem is effectively addressed can the implementation of the conventions be ensured and positive results produced. The explicit measures of thematic clustering proposed in the paper are quite far from the current collaboration process involving the three chemicals and waste conventions. Those measures are hardly operable and fail to take into consideration the difficulty in implementation coordination at the national level.

Fourthly, strengthening the capacity building of and financial support for the developing countries is a priority in our discussion of the institutional framework for the UN's environmental activities. The developing countries which make up the majority of the world's population are the most vulnerable to environmental degradation and face the most difficulties. One important measurement of the effectiveness of the IEG is whether the current mechanisms can be strengthened to be able to provide technical assistance to the developing countries and help them build integrated capacity to respond to environmental challenges.

The paper proposed actions in seven building blocks, but in our view, those seven aspects are lack of balance, with no substantive solution is proposed regarding questions of concern to the developing countries such as

capacity building and financial support. With regard to ways to increase financing for the UN environmental agreements, there are unfortunately no substantive recommendations. The international community, the developed countries in particular, should take effective measures to increase ODA, boost up financial support for UNEP in order to improve its financial situation, provide stable, adequate and predictable financial backing for the international cooperation in the field of environment and development, and transfer to the developing countries advanced, environmentally-friendly technologies on preferential terms.

As for the Global Environmental Facilities (GEF), it is our view that in evaluating its effect, attention should be given to the real capability of the recipient countries in project organization as well as in cooperation and communication with international agencies. We believe that the project approval procedure of the GEF should be further simplified and efficiency improved. Caution needs to be exercised in adding new focal areas for the GEF to avoid affecting the current six areas. While it is a good thing to increase funding for the GEF, its materialization depends mainly on the political will of the developed countries for increasing donations and their concrete action in this regard. We also believe that UNEP should have a bigger say in the allocation of resources of the GEF.

Mr. Chairman,

Protection of environment and realization of sustainable development are China's basic national policy. China supports the improvement of the IEG and attaches importance to the consultations on the institutional framework for the UN's environmental activities. We appreciate and support the work of the co-chairs and are willing to take an active part in the relevant discussions as part of our efforts in promoting sustainable development.

Thank you, Mr. Chair.



**PERMANENT MISSION OF THE REPUBLIC OF CUBA TO THE UNITED NATIONS**  
315 Lexington Avenue ♦ New York ♦ N.Y. 10016 ♦ (212) 689-7215 ♦ FAX (212) 689-9073

New York, November 26th, 2007.

Excellencies:

I would like to enclose herein the Cuba inputs for the Informal Consultative Framework for the UN's Environmental Activities ( Options Paper).

It is our sincere hope that these inputs contributes meaningfully to the process of consultations on such complex issue.

Please accept, Excellencies, the assurances of my highest consideration.

  
Rodrigo Malmierca Díaz,  
Ambassador  
Permanent Representative

H.E. Claude Heller, Ambassador,  
Permanent Representative of Mexico to the UN

H.E. Peter Maurer, Ambassador,  
Permanent Representative of Switzerland to the UN

## **CUBA INPUTS ON OPTIONS PAPER SUBMITTED BY CO- CHAIRS ON ENVIRONMENTAL GOVERNANCE**

As for the document submitted by the Co-Chairs on Environmental Governance we have made emphasis on the two Main Chapters:

### **Chapter 3: Building blocks for strengthened International Environmental Governance (IEG).**

The following points should be included in the table determining the principles and conditions to strengthen the IEG:

- To strengthen international cooperation by integrating all its modalities.
- To promote the effective compliance not only with the Bali Strategic Plan but also with Agenda 21, the Johannesburg Implementation Plan and the Millennium Goals.
- To strengthen environmental governance at all levels including the local level.
- Within the option submitted for the issue of financial resources (point 6) of developing countries and the development of current frameworks for resource allocation and management.
- The last point should address by all means the fact that the civil society be not put at the same level of the governments, decreasing its role in the decision-making process.

With regard to priority areas to make up the clusters it is important to stress the need for more strict measures allowing for the effective fulfillment of the Official Development Assistance and avoid by all means possible to equal the Business Communities to the governments.

### **Building block 1: Scientific assessment, monitoring and early-warning capacity.**

To date UNEP has worked on the scientific area related to the environment, without actually having a comprehensive apparatus such as the one that is purported to be created. Once again we favor the strengthening of such functions within the current Programme, without having to create new and complex structures aimed at distorting the very objective of the scientific activity and sciences in general.

It is important to stress the need to enhance the visibility of the impacts of science and systematize such findings.

### **Building Block 2: Coordination and cooperation at the level of agencies.**

National agencies have a large part of the interagency cooperation's success, hence we have to uphold the strengthening of synergic actions among national agencies and the UN at all levels in order to meet the environmental goals set



mainly in such areas wherein a larger degree of uncertainty and vulnerability exists.

We consider important to uphold a diversification, in the current context, of the participation of UN Agencies in the different lines of action and cooperation modalities.

### **Building Block 3: Multilateral Environmental Agreements (MEA).**

Synergies among MEAs cannot be achieved if single structures are created, or parallel processes are promoted. First and foremost, we should uphold:

- Creation of mechanisms within the very implementation of MEAs leading to differentiate and privilege the response and role of developing countries, with more emphasis on addressing and resolving their problems.
- Facilitate negotiation both at the global and regional levels, mainly in developing countries.
- Increase actions to achieve larger participation of the representatives of developing countries at environmental meetings being held at the international level.
- Develop control structures and mechanisms for financing, based on the assessment of the implementation of the existing ones, promoting the increase of funds.

### **Building Block 5: Bali Strategic Plan, capacity-building, technology support.**

We stress that the little progress made in the implementation of the Bali Strategic Plan is due to two major questions: lack of financing and poor control of its implementation at the global, regional and national levels.

### **Building Block 6: IT, partnership and advocacy.**

It is not clear in some points which rules and mechanisms of the UN has should be changed. There is no reference to the need to strengthen the national infrastructures for the implementation of all such technology. Once more, in the framework of the associations, it is not clear which their limits are and the principles on which are to be developed. We have to uphold here that they must be carried out in accordance with the sociopolitical and economic needs of the States, in support of the solution of environmental problems.

### **Building Block 7: Financing.**

We must add here the following:

- Need for the financing priorities to coincide with the solution to the main environmental problems identified and to carry put an adequate use of the allocated financial resources.

- Elimination of certain commercial barriers, to which developing countries are mainly vulnerable.
- Need to develop financial and economic mechanisms that allow addressing the main environmental problems.
- Effective fulfillment of the Official Development Assistance.
- To make the access and approval of available fund granting more flexible.
- To duly integrate the environmental dimensions, to the policies, priorities and activities of the economic sector.

#### **Chapter 4: The broader transformation of the IEG system.**

On this aspect, we need to leave it clear that all actions and measures promoted in this regard should be on the basis of a strengthened UNEP, based on the development of current structures.

Comments by  
Mr. Javad Amin-Mansour  
Representative of the I. R. of Iran  
On  
Co-Chairs' Position Paper;  
"Informal Consultation Process on the Institutional Framework  
for the United Nations' Environmental Activities in follow-up  
to paragraph 169 of the 2005 World Summit Outcome"  
Monday, 10 September 2007  
United Nations Headquarters  
New York

Please check against delivery

\*\*\*\*\*

In the Name of God, the Compassionate, the Merciful

At the outset, I would like to thank Ambassador Maurer of Switzerland and Ambassador Heller of Mexico for conducting the informal consultative process on the Institutional Framework for the United Nations' Environmental Activities in an excellent manner. I also would like to appreciate the efforts you have done to incorporate all positions and views in the Co-Chairs' Options Paper before us. I believe the proposed phased process can be pursued in order to narrow down the differences between various, and in some cases, opposing views on the ways and means for strengthening environmental activities. Before making my remarks, I align myself with the statement made by the distinguished representative of Pakistan on behalf of G77 and China.

Mr. Co-Chairs

My comments will be divided into two parts of procedural and substantive. As per procedures, my delegation agrees, as I stated earlier, to pursue a phased process by discussing the proposed Building Blocks in the Options' Paper, and gradual reform. By doing so, we will take the time for further negotiations and try to minimize the differences on various aspects of the subject under consideration. I can go along with the conclusion and proposal of page 16 on the time frame for the adoption of the terms of reference. As envisaged by the distinguished Co-Chairs, I believe it would not be appropriate, at this juncture, to set deadline for the conclusion of negotiations. I found also myself in agreement with the proposal to continue the informal consultations in the framework of the General Assembly. Needless to emphasize the necessity of reaching consensus on a negotiating text at the end of negotiations which will indicate the results of this informal process.

With regard to the substance, it seems most of the elements raised by the Member States are included in the Co-Chairs' Options Paper. However, there are some points which should not be neglected in the course of negotiations.

1. There is a need to stick to the terms used in paragraph 169 of the 2005 World Summit Outcome Document, such as "a more coherent institutional

framework" and avoid other terms which might be controversial and make negotiations more complicated.

2. Thanks to the Co-Chairs, many references are made in the Paper to the significance of adequate funding, tech-transfer and capacity building in the developing countries while considering a more coherent institutional framework for the United Nations environmental activities. However, the text falls short of reflecting the views of developing countries about the need for further cooperation and undertaking more responsibility by the developed countries to provide additional and predictable financial resources and transfer appropriate and advance technologies on concessional terms to the developing countries. Mentioning, just for one time, the principle of "common but differentiated responsibilities" does not clarify adequately this responsibility.
3. In order to make the best use of negotiations and adopt an effective decision on ways and means for a more coherent institutional framework for the United Nations' environmental activities and in that context strengthening the United Nations Environment Program, more clarification is required as per the role of relevant international financial institutions such as World Bank and Global Environment Facility in materialization of any decision. Again, the developed countries should commit themselves, more than ever before, and increase significantly the level of their contributions through those bodies. ODA, any other fund which exists, or might be established in the course of negotiations.
4. The seven blocks proposed in the Paper, are inter-related and the consensus on each block in any decision can be reached whenever there will be agreement on all of the blocks. In addition, the term "international cooperation", which is being used in many resolutions and decisions in the United Nations system, should be added to block 6 along with "partnership". Equally important is more involvement of the developing countries and their scientific communities in building blocks including block one, so called, scientific assessment, monitoring and early warning capacity. In the course of deliberations, there were many references to environmental consequences of natural disasters and the need for preparedness in order to prevent or minimize such consequences. It seems those points are not adequately reflected in the Co-Chairs Paper.
5. It seems stronger references and more clarity on the role of the civil societies particularly NGOs in the Paper in environmental activities is required in order to make more effective any decision in this regard.
6. Adequate attention should be paid, during the negotiations, to prevent from undermining or weakening the legal status and strength of the existing Multilateral Environmental Programs. All existing MEAs have their own *raison d'être* and their invaluable contributions to the protection of the environment are undeniable.

In conclusion, I would like once again thank the distinguished Co-Chairs for their tireless efforts and the excellent manner they have so far conducted the informal consultations.

**Comentarios de la Secretaría de Medio Ambiente y Recursos Naturales al "Documento de opciones" presentado por los Co-presidentes de las Consultas Oficiosas de la Asamblea General sobre las actividades de las Naciones Unidas en materia ambiental.**

Estaríamos de acuerdo en general con los principios, premisas, condiciones y opciones que podrían guiar el proceso para el fortalecimiento del sistema internacional sobre gobernabilidad ambiental, contenidas en el documento de los Co-presidentes, elaboradas a partir del análisis de debilidades del sistema actual.

**Evaluación científica, Monitoreo y capacidad de alerta temprana**

Como hemos expresado en otras oportunidades, sería importante considerar en la valoración de los problemas actuales del medio ambiente, acciones en curso como las del Grupo Intergubernamental de Expertos sobre el Cambio Climático (IPCC), el proceso de Perspectivas del Medio Ambiente Mundial (GEO), el Sistema Mundial de la Observación de la Tierra (GEOSS) y los resultados de la Evaluación de los Ecosistemas Milenio (MEA). En este sentido, se deberá prestar la debida consideración a la necesidad de cuidar la compatibilidad y la cooperación con las evaluaciones científicas y los mecanismos de asesoramiento establecidos en relación con los acuerdos multilaterales relativos al medio ambiente. En esta labor es importante también seguir fortaleciendo la participación y la creación de capacidad de los países en desarrollo en la esfera de la evaluación y la vigilancia del medio ambiente.

Respecto a la sección de Opciones y en seguimiento a nuestra posición apoyaríamos la idea de retomar el trabajo realizado por el PNUMA, teniendo en cuenta que es una de sus ventajas comparativas y que ya

cuenta con trabajos en marcha como la colaboración con los centros especializados de países en desarrollo, el hermanamiento de instituciones del Norte y el Sur y las actividades de vigilancia, evaluación, recopilación de datos, establecimiento de redes y creación de capacidad. El PNUMA podría facilitar la evaluación de los problemas ambientales que no se están atendiendo debidamente, elaborando un enfoque sistemático de muchas escalas, que no duplique esfuerzos y sea eficaz en función de los costos, y que se apoye en las evaluaciones existentes y en la cooperación con los instrumentos normativos pertinentes. Asimismo vemos con agrado la propuesta de establecer la Visión Ambiental Estratégica 2020 como una red de información global para monitorear la situación ambiental mundial. Sin embargo, creemos que debe aclararse o trabajar a más a fondo la propuesta para crear la posición de un jefe científico.

Creemos que la certeza científica, legitimidad y pertinencia de los procesos de evaluación podría impulsarse mediante el desarrollo constante de procesos, principios, procedimientos y metodologías que promuevan:

- § Un modo de actuar coherente, entre otras cosas, mediante el establecimiento de un grupo o de grupos de asesoramiento científico para fortalecer la cooperación con instituciones y expertos científicos y su movilización sobre la base del mérito científico con miras a la realización de evaluaciones científicas críticas e independientes por otros expertos;
- § Consultas intergubernamentales y de múltiples interesados directos a nivel mundial y regional para determinar las necesidades y aprobar conclusiones que atañen a la política en relación con la evaluación del medio ambiente y del cambio ambiental;

- § Podría facilitarse la eficacia en función de los costos, la cooperación y el fortalecimiento de las instituciones existentes formulando directrices y las mejores prácticas. Reforzar el funcionamiento de los mecanismos de cooperación interinstitucional existentes por medio de objetivos interinstitucionales, acuerdos de trabajo y la repartición de responsabilidades.
- § También podrían evaluarse los vínculos como parte integrante del proceso de GEO en cooperación con la comunidad científica y otros interesados directos, lo que podría abarcar:
- § Los vínculos entre las ciencias, el equilibrio político y tecnológico entre diferentes problemas ambientales y los problemas nuevos e incipientes como la interacción a nivel de todo el sistema entre las diferentes formas de cambio ambiental y los umbrales biofísicos para el cambio;
- § Las interacciones del medio humano y del medio ambiente, los vínculos entre los problemas del medio ambiente y los del desarrollo y los medios y formas de integrar los problemas del medio ambiente en los planes y políticas sectoriales;

### **Cooperación y coordinación a nivel de agencias**

Apoyaríamos el fundamento de esta propuesta, así como las opciones de política relacionadas con el fortalecimiento del PNUMA, incluso a través del Grupo de Gestión Ambiental (EMG) para cooperar y coordinar con otras entidades del Sistema de Naciones Unidas, que ha insistido en que como parte de la consolidación de su capacidades debe incluir objetivos ambientales en áreas como la cooperación para el desarrollo, el comercio y la salud.

Respecto a las Opciones presentadas, creemos que favorecer la firma de un Memorandum de Entendimiento

entre el PNUMA y el PNUD, puede ser trascendente para apoyar el liderazgo del PNUMA en las actividades de las Naciones Unidas relacionadas con el medio ambiente y buscar una coordinación más efectiva para creación de capacidades en materia ambiental. Sin embargo debe tenerse en cuenta la labor que en la esfera ambiental están emprendiendo otros actores del Sistema de Naciones Unidas.

Respecto al establecimiento de un proceso en el que los Secretariados del PNUMA y el PNUD pudieran clarificar los roles entre estas agencias, con relación a la implementación del Plan Estratégico de Bali para el Apoyo Tecnológico y Creación de Capacidad, así como la interacción de los dos Programas con las instituciones financieras y los acuerdos ambientales internacionales estableciendo acuerdos e informando al GEF sobre los logros alcanzados, consideramos que la creación o el mejoramiento de la capacidad técnica, científica, institucional y administrativa es una cuestión intersectorial de importancia crucial para la realización eficaz y oportuna de evaluaciones de la tecnología, para el fortalecimiento de los sistemas nacionales o regionales de información tecnológica y para la creación de ámbitos propicios para la transferencia de tecnología y la cooperación tecnológica, por lo que la aplicación del Plan Estratégico citado debería llevarse a cabo en estrecha coordinación con las actividades pertinentes que se realicen en los programas de trabajo de otras agencias de Naciones Unidas.

En cuanto a las Opciones relacionadas con el trabajo de política, coincidimos en que debe ponerse especial énfasis en el mejoramiento de la coherencia entre los Acuerdos Ambientales Multilaterales y el PNUMA a fin de urgir a las Conferencias de las Partes a apoyar continuamente los esfuerzos existentes para establecer un sistema común para el elaboración de informes para los Acuerdos



Ambientales Multilaterales, en los cuales cada elemento permita informar su contribución a la Gobernabilidad Ambiental a través del PNUMA.

### **Acuerdos ambientales multilaterales**

La cooperación con las agencias de Naciones Unidas contribuye a la implementación de los acuerdos ambientales internacionales a la vez que contribuye al impulso de políticas nacionales. Sin embargo, en ocasiones los proyectos que promueven no siempre responden a las prioridades establecidas a nivel internacional o a las prioridades y necesidades de los países; sino a agendas particulares de las propias agencias y de los países donantes. Eso ha propiciado un conjunto de acciones desarticuladas, sin visión común, así como duplicidades, falta de coherencia y dispersión de recursos.

La acción convergente debería suponer más que una mejor coordinación entre los secretariados de las convenciones, más recursos específicos para cada uno de los acuerdos, un reforzamiento de la institucionalidad ambiental global que logre una aplicación más eficiente de estas convenciones, y un fortalecimiento político de los principales organismos ambientales del sistema de las Naciones Unidas para evitar la dispersión. Ante la proliferación y disímula ubicación geográfica de los foros y sedes de las secretarías de las convenciones ambientales multilaterales y de los organismos intergubernamentales, así como por la diversidad de los requerimientos informativos correspondientes, es necesario avanzar en la racionalización de la gestión internacional del desarrollo sostenible.

Se considera que efectivamente los órganos creados en virtud de los tratados deberían mejorar sus mecanismos de coordinación para impulsar actividades sustantivas y ser organizadas óptimamente de acuerdo a su experiencia y ventajas comparativas.

Sin embargo, los llamados a la coordinación interinstitucional han demostrado ser ineficaces, por lo que es necesario realizar transformaciones más profundas, que conlleven a reasignaciones y reubicaciones de recursos, así como a una reagrupación temática.

Coincidimos en que existe ausencia en la implementación de decisiones prioritarias de los compromisos de los distintos acuerdos ambientales internacionales, así como escasos mecanismos de asistencia técnica y creación de capacidad, pero además existe una falta de conocimiento de los mandatos, se impulsan soluciones aisladas sin aprovechar las ventajas de una acción más coordinada y sinérgica entre los organismos involucrados en una acción colectiva. Esta fragmentación de responsabilidades, presupuestos y prioridades está llevando cada vez más a dar menos resultados y a no resolver oportunamente los problemas ambientales. La mayor parte de los países enfrenta limitaciones presupuestales, de capacidad y personal para atender las numerosas reuniones que se realizan en todo el mundo y aplicar y dar seguimiento a las decisiones que se adoptan en los distintos foros, así como para integrar los numerosos informes que se requieren. La racionalización de solicitudes de presentación de informes nacionales de manera eficaz y coordinada ayudaría a todos los Estados Partes y la programación, por su parte la reducción de reuniones no sólo facilitaría la participación y seguimiento, proporcionaría beneficios económicos. Estas labores podrían realizarse mediante la coordinación y consulta entre las secretarías y los puntos focales nacionales.

El establecimiento de un sistema de intercambio de información eficaz permitiría a las agencias, a las secretarías y a los órganos rectores de los organismos comparar entre sí sus programas proyectos, actividades y propuestas entre sí

evitando la duplicación y estudiando las posibilidades de acción conjunta y sinergia. Esta tarea podría hacerse a través de Internet para ahorrar costos. Para el caso de las reuniones se ha iniciado ya en algunos foros un proceso para disminuir reuniones, efectuando eventos sucesivos disminuyendo los días de duración y efectuando la mayoría de ellos los en la sede del instrumento, disminuyendo el costo y optimizando tiempo.

Por lo anterior, apoyaríamos la propuesta de Opciones para dar al PNUMA la función de coordinación de los Acuerdos Ambientales Multilaterales y la creación de clusters temáticos encabezados por el propio PNUMA, que permitan una acción y políticas coherentes de las diversas agendas ambientales, proveyendo apoyo técnico en el desarrollo e implementación de temas transversales, cumplimiento y desarrollo de capacidades.

### **Presencia regional y actividades a nivel regional**

Consideramos que adicionalmente deben apoyarse las prioridades regionales e instar al Sistema de Naciones Unidas para la aplicación cabal de las decisiones adoptadas en la Cumbre de Johannesburgo, relativas al fortalecimiento de los procesos de regionalización, así como al PNUMA en lo relativo a las decisiones 22/21 y 22/13 de la 22ª reunión de su Consejo de Administración, para avanzar en la regionalización del Plan de Implementación de Johannesburgo, el programa de trabajo del PNUMA y el propio Plan Estratégico. En este sentido nos inclinaríamos porque el proceso de regionalización se promoviera a mayor escala y no únicamente al ámbito de PNUMA-PNUD, que podría tener adicionalmente una colaboración más estrecha a nivel regional.

### **Plan estratégico de Bali para la creación capacidad y soporte tecnológico.**

Como hemos señalado en otra sección la creación o el mejoramiento de la capacidad técnica, científica, institucional y administrativa es una cuestión intersectorial de importancia crucial para la realización eficaz y oportuna de evaluaciones de la tecnología, para el fortalecimiento de los sistemas nacionales o regionales de información tecnológica y para la creación de ámbitos propicios para la transferencia de tecnología y la cooperación tecnológica, se estima que la aplicación del Plan Estratégico Intergubernamental debe llevarse a cabo en estrecha coordinación con las actividades pertinentes que se realicen en los programas de trabajo de otras agencias de Naciones Unidas.

También se debe retomar el consenso del Octavo Período Extraordinario de Sesiones del Consejo de Administración/Foro Ambiental Mundial a Nivel Ministerial, celebrado en Jeju, República de Corea en 2004, en el sentido de que el PNUMA debería colaborar con el GEF y el PNUD en la identificación de las necesidades nacionales y regionales, así como en el desarrollo de proyectos evitando la duplicidad de tareas y procurando la eficacia económica administrativa del Plan.

Igualmente se debe incluir, de conformidad con las obligaciones internacionales existentes, la aplicación de incentivos e instrumentos de inducción para los actores del sector privado así como instituciones de investigación del sector público en los países desarrollados, que fomenten la cooperación tecnológica en los países en desarrollo.

Por último, es necesario elaborar propuestas para aplicar medidas y mecanismos institucionales, administrativos, legislativos y de política que promuevan el desarrollo de la capacidad y la adaptación de tecnologías.

## **Financiamiento**

El análisis de este tema se ha orientado tradicionalmente a las limitaciones de Fondo Mundial para el Medio Ambiente (FMAM), por lo que el estudio del tema debería considerar además que el aumento del número de acuerdos ambientales internacionales, con sus respectivos mecanismos financieros, ha dado lugar a una diversificación y constante redefinición de los arreglos para financiar el programa ambiental mundial. Estos se basan cada vez en mayor medida en mecanismos financieros sectoriales, a lo que corresponde una disminución del financiamiento integrado, e intersectorial. Asimismo se ha producido una disminución del flujo de recursos financieros disponibles por parte de las Agencias internacionales, de fondos multilaterales y de la Ayuda Oficial al Desarrollo. Si bien las líneas prioritarias de los países responden a urgentes necesidades, el número y alcance de las acciones ejecutadas resulta insuficiente para cubrir los rezagos. La disminución de los aportes nacionales a los Fondos Fiduciarios influye negativamente en el número y alcance de las actividades realizadas.

Por otra parte la programación de las agencias sigue dominada por sus relaciones bilaterales y por diagnósticos autónomos de la situación ambiental, los que no son objeto de discusión en el marco de una visión global. Las prioridades son demasiadas para ser una guía efectiva en los procesos de presupuestación de las agencias. Esto probablemente se agrava pues los tiempos para la discusión y adopción de los programas de trabajo está dissociada de los tiempos para las discusiones presupuestales de las agencias.

Es decir, no existe conexión entre la adopción de decisiones sobre los objetivos estratégicos y la asignación de recursos o la promoción de proyectos; con frecuencia surge desconexión entre la planificación estratégica y los presupuestos

asignados. Las decisiones sobre los mandatos y los presupuestos a menudo las toman diversos órganos rectores, o diferentes organismos del órgano rector. Las decisiones sobre las cuotas y los presupuestos voluntarios las adoptan diversos órganos rectores o los mismos órganos en deliberaciones separadas. Adicionalmente muchas acciones son financiadas mediante contribuciones extraordinarias que no responden a las necesidades de los receptores.

# NEW ZEALAND MISSION to the UNITED NATIONS



**Te Māngai o Aotearoa**

ONE UNITED NATIONS PLAZA 25<sup>TH</sup> FLOOR NEW YORK, NY 10017-3515, USA  
TELEPHONE (212) 826 1960 FACSIMILE (212) 758 0827 HOMEPAGE: [www.nzmissionny.org](http://www.nzmissionny.org)

---

## GENERAL ASSEMBLY

**INFORMAL CONSULTATION PROCESS OF THE PLENARY ON THE ISSUE  
OF THE INSTITUTIONAL FRAMEWORK FOR THE ENVIRONMENTAL  
ACTIVITIES OF THE UNITED NATIONS IN FOLLOW-UP TO  
PARAGRAPH 169 OF THE 2005 WORLD SUMMIT OUTCOME**

**STATEMENT BY TONY FAUTUA  
FIRST SECRETARY  
PERMANENT MISSION OF NEW ZEALAND TO THE UNITED NATIONS**

**10 SEPTEMBER 2007**

**CHECK AGAINST DELIVERY**

New Zealand would first like to thank the co-chairs for reconvening these informal consultations. We wish to express in particular our appreciation for the effort in producing an Options Paper that succinctly summarises the shortcomings of the current system, provides practical building blocks to address these issues and outlines options for improving the international environmental governance (IEG) that could be considered in future.

As a general remark, the options paper strikes a chord with our own views on the need for pragmatic reform of existing institutions in a way that would in turn result in better implementation of environmental policies at the national level. We would like to see two key outcomes from this process:

- better coordination of the activities of UNEP and UNDP as well as the Global Environment facility (GEF), to deliver the UN's development activities and programmes in a manner that encourages coherence between environmental and development goals at the national level; and,
- secondly, we would hope for clearly defined mandates and complementary roles for multilateral environmental agreements (MEAs) and UNEP, which are adhered to.

I shall now comment on the seven building blocks for strengthened international environmental governance set out in chapter 3.

In regards to **building block 1: scientific assessment, monitoring and early warning capacity**, we see value in environmental monitoring being carried out at the global level. There is a need for work on the global environment which adds value and does not duplicate work elsewhere.

We consider that the Intergovernmental Panel on Climate Change (IPCC) provides a number of good features that could be applied to the global environment more generally. These features include:

- collating the best science available, rather than attempting to carry out its own research;
- producing guidance for policy-makers that is politically aware and therefore useful.

We would therefore welcome further exploring the option for UNEP to coordinate scientific work that is currently being carried out, in order to provide guidance for policy makers on the global environment.



On the second building block, '**coordination and cooperation at a UN agency level**', we agree that coordination and cooperation at the agency level should be strengthened and that UNEP should be the central point for coordination across the environmental pillar.

We share the view that clarifying the respective roles of UNEP and UNDP and encouraging the coordination of the development activities will enhance efforts to implement good environmental policies at the country level. The Bali Strategic Plan should remain the framework for UNEP's implementation efforts, together with increased engagement between UNEP and UNDP. Our view is that coordinating the activities of UNEP, UNDP and the GEF is a key ingredient to achieve good institutional alignment of environmental activities at the country level.

Furthermore, we welcome the option to improve coherence both among MEAs and between UNEP and MEAs. There needs to be more clarity and coherence around the respective roles and mandates of the MEAs and UNEP at the implementation level.

In relation to the **building block on MEAs**, New Zealand is positively disposed towards the option of clustering MEAs with the view to reducing policy overlap, administrative inefficiencies and the sheer volume of meetings that states are required to attend. We recognise that this will be a challenging task and clustering may not be the complete solution. But we nonetheless consider that this is an option worth exploring.

We are also mindful of the need to ensure MEA autonomy. Our primary concern is that MEAs represent legally binding commitments that have been ratified at the national level. There is a need for MEAs to have a clear concept of their mandate and adhere to high-standards of decision making.

New Zealand agrees that MEAs should support the country level activities of UNDP and UNEP. There is a growing trend for MEA Secretariats to develop an implementing role within their mandates, rather than simply carrying out their core functions to service the MEAs themselves. This often occurs in isolation from the needs of the recipient country and other agencies operating on the ground. Our view is that MEA implementation should be driven by UNEP, in close cooperation with UNDP and in accordance with recipient country priorities, and not by MEA Secretariats.

As for the fourth building block, '**regional presence and activities at the regional level**', we agree with the overarching goal of the options that would lead to better use being made of the regional offices of UNEP. We support the options that reinforce efforts to coordinate the work of UNEP and UNDP at the country level and the implementation of the Bali Strategic Plan.

In regards to the fifth building block, '**Bali Strategic Plan, capacity-building and technology support**', we support the ongoing use of the Bali Strategic Plan as a framework for implementation efforts by UN Agencies. There are positive signs that UNEP, under Executive Director Achim Steiner, is using it as a basis for their activities. In line with our comments on cooperation between UN agencies, we agree that the Bali Strategic Plan also provides a good framework for cooperation between MEAs, UNEP, UNDP and the GEF.

On the building block '**IT, partnerships and advocacy**', we are open to efforts aimed at improving IEG, including administrative efficiency and information sharing through the use of better IT technologies.

On the seventh building block, '**Financing**', New Zealand supports financing mechanisms that reflect the principles of the Paris Declaration. To this end we would strongly encourage that funding resources are not ear-marked, so that agencies and funds have the flexibility to align to partner's goals, not those of donors. Funds also need to be easily accessed by partner countries and we should therefore encourage that funding systems are able to respond to the varying needs of partner countries.

New Zealand would encourage cost savings that can be achieved through greater administrative efficiencies where practical by avoiding the duplication of effort within the environmental pillar. This should also include harmonisation and alignment with other UN agencies operating at country level, especially through the 'One UN at country level' process where this exists. We are not keen to support the creation of any new funds and therefore welcome the language around new focal areas to be included within the GEF or through increased replenishments.

I wish to close by making a brief comment on chapter 4, '**the broader transformation of the IEG system**'. New Zealand remains sceptical about the proposals by delegations for the institutional overhaul of UNEP, in order to strengthen the environmental pillar as a whole. Our preference remains to focus on incremental reform within existing mandates rather than institutional transformation, such as the proposal to establish the United Nations Environment Organisation (UNEO).

Once again, we thank our co-chairs for your excellent work and we look forward to hearing from you on the next steps.

Thank you.



# THE REPUBLIC OF KOREA

PERMANENT MISSION TO THE UNITED NATIONS

335 East 45<sup>th</sup> Street, New York, N.Y. 10017  
Tel (212) 439-4000, Fax (212) 986-1083

---

**Statement by** H.E. Mr. CHO Hyun

**TITLE** Ambassador and Deputy Permanent Representative

**FORUM** Informal Consultations on the Institutional Framework for UN Environmental Activities

**TOPIC** The International Environmental Governance

**DATE** 10 September 2007

**New York**

<Check against Delivery>

---

Thank you, Mr. Co-Chairs.

1. First of all, let me join the other delegates in expressing our gratitude for your organizing these informal consultations. I also commend the Co-Chairs' Options Paper, which summarizes the issues on International Environmental Governance (IEG) that we now face, and also maps out a road for an enhanced institutional framework for sustainable development.
2. Before discussing specific options, I would like to briefly explore why we need a better institutional framework in UN environmental activities and what we expect from the UN system. In light of the fact that global environmental issues such as climate change, loss of biodiversity, etc., have become severer and more evident, it is imperative to have a UN system that better coordinates all environmental activities under strong leadership, and utilizes and allocates resources on the basis of clear and agreed upon priorities. An improved UN system will better address the environmental issues effectively and efficiently at the global, regional, and national levels.
3. To this end, we believe that the UN system in the environmental field carry high authority and credibility. Global environmental issues are closely intertwined with sustainable growth, and these are strongly related to economic and social development. This feature makes environmental issues multi-faceted and more complicated. To address and coordinate these complex environmental issues, and to

provide better policy advice, it is essential that the UN environmental system should make it a priority to develop a well defined framework by establishing specific agendas for problem solving. The UN environmental system also needs to address environmental issues coherently, and, through use of its authority and expertise, must lead stakeholders toward agreed global objectives.

Mr. Co-Chairs,

4. Against this backdrop, my delegation supports most of the elements articulated in the Co-Chairs' Options Paper. We agree that this re-institutionalization should be implemented through a phased process, monitored and guided by the General Assembly. My delegation also believes that each UN environmental entity should be able to design its own reform plan, and, if necessary, to propose ideas for contributing to this institutionalizing process.

5. We specifically support the idea of strengthening scientific assessment, monitoring, and early warning capacity as elaborated in Building Block 1. We agree to the options for strengthening the scientific capacity of the UNEP, one of which is creating the position of "a chief scientist at UNEP." We hope, however, that creating this position will not create duplication or functional conflicts among other departments, such as the Department of Early Warning and Assessment of the UNEP. We also agree to the idea of establishing an "Environment Watch Strategy Vision 2020" in the UNEP. At the same time, we believe it will be beneficial to work closely with other international organizations, including the Organization for Economic Cooperation and Development (OECD).

6. We also support Building Block 2: Coordination and Cooperation at the Level of Agencies. We wish, however, to insure that setting up new joint units will not incur many additional expenditures. Regarding Building Blocks 3, 4 and 5, we think it is important to implement them as recommended by the Co-Chairs. Although some elements of these Building Blocks appear to be ambitious, we see their implementation as having more advantages than not, and these will enhance efficiencies with better results. We also fully support Building Blocks 6 and 7.

Mr. Co-Chairs,

7. The tasks ahead of us are of great importance. To meet them, every country should consider the severity of the global environment and make its best efforts to approach improvement of the institutional framework in the UN environmental system with the aim of achieving real results. My delegation would like to reassure you that the Republic of Korea will support and take part in these efforts for achieving a more efficient and effective institutional framework for the United Nations' environment activities. Thank you, Mr. Co-Chairs.



**United Nations**  
**Environment Management Group**

---

**Strengthening International Environment Governance**

Initial pointers and ideas

Prepared by the  
Environment Management Group (EMG) on behalf of the  
EMG Issue Management Group on the “Environmental Cluster”

**For the Deputy-Secretary-General**

Geneva, 5 September 2007



---

**Introduction:**

1. Wide ranging views have been expressed on the need for more coherence in the development and delivery of environment related activities at international level. Given the fact that international organizations derive from activities at national and regional level, the question of coherence hence naturally reflects the situations at national level. The need to improve coherence has led to dialogue and some forms of actions. While decisions on any changes to be made to the IEG framework are exclusively in the hands of Governments, the secretariats of UN agencies and MEAs believe that they have a responsibility to provide useful information and views to inform inter-governmental discussions and related decision-making. Such contributions from secretariats will help in ensuring their ownership and eventually their successful implementation of any reform that may be agreed.
2. In order for the UN system to arrive at coherent views on these, at the first meeting of the High-Level Advisory Group on System-Wide Coherence, chaired by the Deputy Secretary General (DSG) in New York on 25 May 2007, the UNEP Executive Director was requested by the DSG to facilitate a process to consider the environment-related recommendations.
3. On 14 June 2007 Ambassadors Maurer and Heller have also presented to the GA their Co-Chair's Options Paper on the institutional framework for the UN's Environmental Activities. Several informal consultations have taken place since then.
4. Following these developments, early in August the Executive Director of UNEP (chair of EMG) tasked the EMG Secretariat in early August 2007 with gathering the views of different organizations, through a number of questions on the options presented in the Co-Chairs paper. In mid August, all EMG members were invited to contribute and participate.
5. A synthesis paper was then prepared by EMG Secretariat based on the written responses of twenty agencies to the questionnaire. The main ideas that emerged from the synthesis paper were further discussed during a meeting of an Issue Management Group dedicated to these issues, facilitated by the EMG Secretariat, in Geneva on 5 September 2007. Twenty-six EMG members were able to participate in this exercise, either by providing inputs or attending the meeting (or both), including ECA, ECE, ECLAC, ESCAP, BASEL, CBD, CITES, CMS, IMO, UNCCD, UNCTAD, UNDESA, UNFCCC, UNEP, UNESCO, UNFPA, UNDP, UN HABITAT, UNHCR, UNIDO, UNISDR, UNICEF, WHO, WTO, WMO, and the World Bank.



6. In spite of the very short time available for response, many agencies were willing and quick to provide views and exchange opinions. The quality of the inputs was excellent, and many respondents engaged their executive heads in finalizing the responses. Additional inputs were promised by agencies which could not make their contributions available by the deadline, and the synthesis paper will be finalized for the 8 October 2007 annual meeting of the EMG.
7. Participants at the 5 September were of the opinion that it would be necessary to provide preliminary views and ideas to the DSG and, through the DSG, to Member States as they gather on 10-11 September to informally consider the Co-chairs' report on this subject. Some consider it important to wait until Member States have developed directions for taking the discussion forward. A set of coherent, system-wide views from the agencies through the EMG process would send a signal to Member States that the UN agencies are living up to their responsibilities and are staying engaged in the process.
8. The ideas generated from these inputs to and the discussions during the meeting on 5 September allowed the group to: Exchange preliminary views on options under discussion; Identify obstacles encountered or successes achieved by agencies in enhancing the coherence of the system; Suggest areas that might need further exploration and discussion; Flag issues that are considered to have some merit for enhancing coherence of the system; and Identify the possible implications the options and recommendations might have on the UN system.

#### **I. Existing cooperation and coordination efforts and mechanisms**

9. ***The group recognized that work is ongoing within the UN system to enhance cooperation and improve coherence. A lot can be learned from the numerous current initiatives and mechanisms and some of the more recent initiatives might not be sufficiently known.***
  - a. Although there exists considerable level of cooperation at international level, there is still room for improved cooperation and joint action, especially in the UN system through better use of existing structures and mechanisms and of course by learning from various experiences gained under them;
  - b. In particular regarding the implementation of adopted environmental policies, broader participation of the UN system is needed to enhance coherence, but efforts are under way for instance in the area of climate change;
  - c. Examples of ongoing cooperation and synergies and work at different levels are as follows:  
*Global:*
    - i. Coordination bodies such as UN Water, UN Energy and UN Oceans have succeeded in sharing information and aligning programs/actions amongst the participating agencies;



- ii. A broad range of processes embarked upon by several agencies to make better use of existing structures (e.g. the UNEP+ package) and to strengthen their delivery mechanism on environment issues;
- iii. The Secretary-General's Policy Committee and, more recently, the Chief Executives Board (CEB) have embarked on ambitious efforts to ensure a system-wide response to climate change, and in the areas of energy and disaster reduction.

*Regional*

- iv. At the regional level there are successful examples of coordination with UNEP and other IGOs, such as the Environment for Europe process of UNECE, or the Ministerial Conference on Environment and development in Asia and the Pacific;
- v. UNEP and UNFCCC have initiated regional preparatory meetings for the climate change COP in Bali this year;

*Issue specific*

- vi. Intersectoral task forces have been established, like the UNESCO Task Force on Global Climate Change
  - vii. The Nairobi Framework was initiated by the S-G in 2006 as a collaborative effort by several agencies (UNDP, UNEP, UNFCCC, the World Bank and the African Development Bank) to build capacity in those developing countries that are not yet able to access the Kyoto Protocol's Clean Development Mechanism.
  - viii. Ad hoc issue based partnerships have been established amongst agencies, examples are the cooperation of all UN agencies on Water issues, WMO-WHO, or WHO-UNEP cooperation on health issues, UNEP-IMO on oil or chemical spills, CMS-FAO and other agencies on avian flu, the CMS-CITES cooperation on saiga antelope, the cooperation between CITES and UNCTAD Biotrade initiative, as well as several UNDP ad hoc partnerships with other agencies.
- d. There are examples of ongoing initiatives and efforts to enhance coherence and improve cooperation, for instance:
- ix. The work of the UN agencies through the EMG to "green the UN", especially by reaching Climate Neutrality, and by adopting sustainable procurement approaches;
  - x. Improved cooperation efforts amongst MEAs (the Biodiversity Liaison Group, various other efforts in relation to biodiversity, the recently enhanced JLG for the Rio Conventions, Chemicals, etc.);
  - xi. Coordination mechanisms and initiatives for the implementation of MDGs and WSSD goals (e.g. the 2010 target to reduce the rate of biodiversity loss).





**II. The UN system is ready to enhance efforts to improve system-wide coherence for delivering on the ground**

***10. In addition to what has already been implemented through existing mechanisms and efforts, the UN system is ready to consider additional ways and means to increase coherence. However, further progress depends on a number of factors.***

- a. Despite all the efforts made, there is still need for enhanced coherence, in particular with regards to implementation efforts to integrate, mainstream and to deal effectively with environment issues in work programmes of all agencies. In this connection, the ultimate goal of coherence are the accumulated results of cooperative efforts on concrete issues and themes: to achieve this there is a need to fully involve all actors and work collectively amongst agencies and with Governments;
- b. Several of the elements proposed in the Co-chairs' paper, and summarised under the two definitions of "ambitious incrementalism" and "transformation changes", are important to the success of the reform, and both tracks could be pursued in parallel;
- c. Some of the options provided in the paper are feasible, given the necessary resources, incentives and leadership. However such resources, incentives and leadership do not yet exist in all cases. Their implementation also depends on a number of factors, and realistic, pragmatic approaches have to be taken;
- d. One of the most important factors is the availability and distribution of funds to enhance coordination, to increase the capacity of the UN system to deliver on environment issues, increase activities, and make progress on implementation of recommendations and work programmes;
- e. Some of the recommendations are being implemented through ongoing cooperation efforts. Others can be implemented immediately, since they depend only on internal processes of respective agencies: agencies recognize this and are reviewing recommendations and taking action, as appropriate. Again others depend on decisions of the General Assembly, of governing bodies of the agencies, and of conferences of parties (COPs).
- f. UN agencies and secretariats of MEAs are already collaborating, and have responsibility to do more. This will be more effective, however, if it is fully matched by coherent decisions by governments in the GA and in the various governing bodies, including COPs;
- g. Efforts at the country level to reduce fragmentation amongst agencies at the national level could also greatly contribute to enhancing coherence of the international environmental governance framework.



### III. Towards more coherence through cooperation

**11. The group considered some additional recommendations and expressed its views on those based on past and current experiences. The group found merit in a number of those suggestions.**

- a. The UN system will capitalize on experiences and existing initiatives to reduce fragmentation and improve coherence and use them as the foundation for further work;
- b. The system does not necessarily need additional coordination mechanisms, but rather better defined platforms for issue- or theme-based cooperation that could result in enhanced systemic coherence;
- c. There is merit in the specialization of agencies, and in the thematic and specific contributions of each agency to cross-cutting environmental issues (e.g., on climate change, water and air pollution);
- d. Thus, cooperation exercises and mechanisms are likely to be more effective when issue-based and strategically organized around thematic 'consortia' of agencies, instead of traditional exercises in general coordination;
- e. An issue-based approach could also assist the current debate on coherence on issues being addressed within the framework of MEAs;
- f. Partnerships to enhance and promote cooperation should be enhanced both within and outside the UN family (including agencies and MEAs). Merit is seen in including both civil society and the business sector in the partnerships;
- g. The framework of international environmental governance would also benefit from an increased valuing and strengthening of the role of regional commissions.

### IV. Other issues that might need further discussion and consideration

**12. The group also felt that a number of issues, only partially addressed in the Co-chairs Paper or discussed during the meeting, need further discussion and consideration. These are:**

- a. How could we achieve an optimal working relationship between agencies at the country level and how we might coordinate country-level activities in the context of the Bali Strategic Plan for Technology Support and Capacity Building?
- b. How to clarify the roles and specificities of the different intergovernmental institutions dealing with environment and sustainable development (e.g., GC/GMEF, CSD, COPs, etc.);
- c. How to increase policy coherence amongst the three pillars of sustainable development, including enhanced coherence between the environmental and economic/trade agendas;



- d. How to better address and further elaborate on the crucial question of resource availability, in particular funding, not only to increase coherence but to enable agencies to implement agreed environmental activities, within their mandates.

#### V. Proposals for the way forward

***13. The group felt that this initial exchange of views could be very useful to both the agencies themselves and Member States. As this was a very first step, the group is of the opinion that the work under the EMG's Issue Management Group for the 'environment cluster' should be continued and be further guided by ongoing discussions of Member States, which will likely result in additional proposals. The views expressed above only constitute an initial reaction, and the group needs more time to reflect, and provide its collective views on existing and any future options still to come. Some key points for the process for the way forward were identified.***

- a. Agencies are prepared to continue with ongoing efforts and report collectively to the GA on successes, but also to assess and address obstacles and needs;
- b. Agencies are willing to work together, through available cooperative platform, to explore the possibilities for 'issue based' cooperation exercises to enhance coherence (such as the EMG);
- c. Global convention secretariats are ready to collectively explore whether there is potential for further cooperation and to identify issues where this can be useful;
- d. Within the limit of their respective competencies and mandates, agencies are prepared to continue the implementation of the "Cartagena package" to improve coherence, strengthen the role and financial situation of UNEP, improve MEAs coherence, capacity building, technology transfer and country-level coordination and enhance coordination across the UN system;
- e. Agencies are prepared to respond to guidance by Member States in the context of the ongoing discussions on transformative changes and share experience gained through the 'environment cluster' and other coordination and coherence efforts.

---



Statement to the United Nations General Assembly

Permanent Observer  
Mission of IUCN to the  
United Nations  
801 Second Avenue, Suite  
405  
New York, NY 10017  
USA  
Tel: +1 212 286 1076  
Fax: +1 212 286 1079  
[iucn@un.int](mailto:iucn@un.int)

World Headquarters  
Rue Mauverney 28  
1196 Gland  
Switzerland  
Tel: +41 22 999 0000  
Fax: +41 22 999 0002  
[mail@iucn.org](mailto:mail@iucn.org)  
[www.iucn.org](http://www.iucn.org)

**United Nations General Assembly  
Informal Consultative Process on the  
Institutional Framework for  
The United Nations' Environmental Activities**

**Delivered by Narinder Kakar,  
Permanent Observer to the United Nations**

10 September 2007

New York

# **United Nations General Assembly Informal Consultative Process on the Institutional Framework for the United Nations' Environmental Activities**

**Delivered by Narinder Kakar,  
Permanent Observer to the United Nations**

10 September 2007

New York

Thank you Mr. Co-Chair,

The World Conservation Union, IUCN, welcomes the resumed deliberations on the institutional framework for the UN environmental activities.

IUCN would like to start by stressing the urgency of moving forward to enable the international environmental governance system to address the challenges before us. Mr. Co-Chair, the current environmental problems are unprecedented: biodiversity is being lost at 1000 times natural background levels, 60% of the world's ecosystems are degraded, desertification gains more and more productive lands especially in the poorest countries and the levels of CO<sub>2</sub> continue to increase with serious impacts on our climate. This environmental degradation is affecting, and will increasingly affect, the wellbeing of our societies, but also our economic growth and development.

We welcome the efforts of the President of the General Assembly and the Secretary General in conveying the urgency to act in the face of climate change. The current discussions on international environmental governance are part of the needed response.

Mr. Co-Chair, your Options Paper of 14 June 2007 and the summary of the first round of consultations of 27 June 2006, provide a very useful assessment of the weaknesses of the current international governance system and concrete options to move forward. These, together with the report of the High-level Panel on System-Wide Coherence issued on 9 November 2006 and previous discussions in the context of the Cartagena process, provide a solid basis on which to take the actions required.

We are thus concerned with the timetable proposed, with terms of reference for negotiations to be developed at the beginning of the 63<sup>rd</sup> session of the General Assembly and negotiations starting at the 64<sup>th</sup> session. We urge Member States to bridge the current obstacles so that the General Assembly can make the needed progress through incremental measures to get a system that responds to the current environmental challenges, and that enables the achievement of the targets set by Heads of State and Government to reverse the rate of biodiversity loss by 2010, establish a network of protected areas by 2012 and to achieve sustainability (MDG 7) by 2015.

Before addressing the specific building blocks identified in your paper, IUCN would like to stress, as we mentioned in previous opportunities, that the present discussions should contribute to making sustainable development part of the "overarching framework of United Nations activities", as called for in resolution 57/253 of the General Assembly. In this context, the ultimate goal of international environmental governance should be to ensure that the environmental goods and services upon which human wellbeing and development depend are provided in a sustainable and equitable manner in all countries. The institutions and processes that the international community uses to achieve this goal therefore should effectively and efficiently promote environmental sustainability through their own operations and mainstream environmental sustainability throughout other institutions and processes.

In this context, IUCN believes that further consideration is needed in the Options Paper to the need to integrate sustainability throughout the operations of the United Nations (UN) and beyond outside of the environmental sphere and thus, to implement resolution 57/253. The current weakness in this regard should, in our view, be incorporated in the assessment of the "Current System of International Environmental

Governance” in the Options Paper. A more active role could also be played by UN bodies with an environmental mandate in this regard. Importantly, the discussions on the wider UN reform process, including the recommendations of the report of the High Level Panel on System Wide Coherence, need to be closely linked with the present deliberations. We suggest some actions in this regard in our comments on the Building Blocks proposed in the Options Paper.

Concerning ***Building Block 1 on Scientific assessment, monitoring and early warning capacity:***

IUCN agrees with the need to strengthen the scientific assessment, monitoring and early warning capacity. We believe that UNEP’s role should be to convene and catalyze existing authoritative scientific knowledge on the environment from sources within the United Nations system, but also from non governmental sources. IUCN, for example, provides authoritative knowledge on the status of species, including its Red List of Threatened Species, and supports national species assessments. It is thus essential to build connectivity and to develop standards and indicators across existing sources of scientific information. The development of assessments on the status of the environment also needs to draw on such sources, following the experience of the Millennium Ecosystem Assessment.

Concerning the scientific bodies of multilateral environmental agreements, we would like to mention the meeting of chairs of the scientific bodies of biodiversity-related agreements that took place on 1 June in Paris in the context of a meeting of the Convention on Biological Diversity. The continuation of this important process needs to be supported and amplified to other cluster areas, as it responds to the needs for cooperation identified in the Options Paper.

IUCN also wishes to stress the need to build capacities at national level with support from existing organizations and with appropriate resources, to enable national assessment and monitoring processes.

Concerning ***Building Block 2 on Coordination and cooperation at the level of agencies:***

IUCN agrees with the recommendation to enhance the partnership between UNEP – with its analytical and normative capacity - and UNDP – with its operational capacity - to provide technical support and capacity building on environmental matters at the country level. The proposal included in the Options Paper to further clarify their roles, as well as that of other relevant organizations, in the implementation of the Bali Strategic Plan for Technology Support and Capacity Building should further enhance support of the UN at national level, with appropriate environmental expertise under the Resident Coordinator system and country teams. This would be critical to enable the inclusion of environmental sustainability and of the strategies developed under the Multilateral Environmental Agreements in national poverty reduction and development strategies.

A strengthened and refocused Environmental Management Group (EMG) and an enhanced role of UNEP in the UN Development Group should also contribute to greater coordination.

One aspect that in our view needs to be included in the Options Paper is the important role that UNEP can play, working with the Environment Management Group, in the development of environmental and social safeguard policies and guidelines to be incorporated in all the work of the UN system and beyond (e.g. WTO, IFIs). An enhanced contribution from UNEP and the EMG to the Chief Executive Board for Coordination (CEB) would be critical in integrating sustainability throughout the system. It is important to stress here that the proposal of the High Level Panel to establish a UN Sustainable Development Board of course signifies a major change that would effectively make sustainable development the overarching framework of the UN.

Concerning ***Building Block 3 on Multilateral Environmental Agreements:***

IUCN agrees that more coordination among Multilateral Environmental Agreements should be possible around issue-based clusters, following the successful experience with chemicals, including co-location of secretariats and meetings, streamlined reporting and coordinated scientific assessments.

A function of the International Environmental Governance system that in our view requires increased consideration is the need to support the implementation of Multilateral Environmental Agreements and to do

this in a coordinated manner. Considerable efforts have been made by countries to develop national strategies under these agreements, but little progress has been made in their implementation.

**On *Building Blocks 4 and 5 on Regional presence and activities at the regional level and the Bali Strategic Plan, capacity building and technological support:***

IUCN strongly believes that significant capacity building is needed to strengthen country-level implementation. The Bali Strategic Plan for Technology Support and Capacity-Building provides a comprehensive and agreed framework, including needs for scientific knowledge, normative/policy advice and operational support, as well as priority thematic areas. In IUCN's view, an analysis of existing assessments of needs under the different Multilateral Environmental Agreements, including synergies among them, could further refine the Bali Plan in relevant areas. This framework should be the basis for coordinated support to national efforts, through the enhanced collaboration between UNEP and UNDP under the Resident Coordinator and UN country teams. UNEP's regional presence could also be strengthened to provide support for national capacity building work. There is also a need to move decisively with adequate resources towards the implementation of the Bali Plan.

**Concerning *Building Block 6 on IT, partnerships and advocacy:***

IUCN wishes to stress that effective reforms of the system should facilitate the engagement of civil society in the environmental work of the UN. We thus welcome the inclusion of this point in your building blocks, given the important role played by non-state actors in areas such as provision of knowledge, capacity building and mobilization of political action. We also support the proposal to adapt UN rules and regulations in order to facilitate such activity. It is also important that the UN promotes opportunities to further engage the private sector in its efforts to achieve sustainable development.

**On *Building Block 7 on Financing:***

An effective environmental governance system needs to mobilize financial resources for sustainable development. In this context, IUCN agrees with the need to strengthen the financial basis of UNEP and, importantly, to increase "the financial basis of global environmental policy implementation and capacity building" included in the Options Paper. We strongly agree in this regard with the recommendation of the High Level Panel on System Wide Coherence to strengthen the GEF as a major financial mechanism for the environment with a review of its contributions and significant increase in resources. Environment also needs to be mainstreamed in development cooperation to support national efforts to achieve sustainable development.

In closing, IUCN wishes to support the proposal for a more sustained engagement of the General Assembly in monitoring its decisions, including on International Environmental Governance and we suggest in this context to follow up implementation of decision 57/253.

Mr. Co-Chair, this is an important time for improving the environmental governance system now that this issue is before this Assembly. Political will is needed to make the necessary reforms to address the unprecedented environmental problems resulting from human activities to ensure sustainability and prosperity in all parts of the world. IUCN stands ready to support your efforts.

Thank you Mr. Co-Chair.

Created in 1948, the World Conservation Union (IUCN) brings together 83 States, 110 Government agencies, 800 plus NGO's, and some 10,000 scientists and experts from 181 countries in a unique worldwide partnership.

IUCN's mission is to influence, encourage and assist societies throughout the world to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable.

IUCN is the world's largest environmental knowledge network and has helped over 75 countries to prepare and implement national conservation and biodiversity strategies. IUCN is a multicultural, multilingual organization with 1,100 staff located in 40 countries.



# OPTIONS FOR STRENGTHENING THE ENVIRONMENT PILLAR OF SUSTAINABLE DEVELOPMENT

Statement based on the compilation paper of civil society views on  
international environmental governance

Richard Sherman  
Stakeholder Forum for A Sustainable Future  
10 September 2007

Co-Chairs, Excellencies, Distinguished Delegates

In response to the Options Paper, Stakeholder Forum for A Sustainable Future (SF), the Brazilian Forum of NGOs and Social Movements for Environment and Development (FBOMS), the Northern Alliance for Sustainability (ANPED) and the UN Non-Governmental Liaison Service (UN NGLS) initiated a process to compile civil society views and opinions on the 'Options Paper', and on the issue of international environmental governance more generally. This compilation paper, released to coincide with the upcoming round of informal consultations in September 2007, represents the inputs from that process, as well as other relevant inputs made by civil society over the past few years.

Co-Chairs, Excellencies, Distinguished Delegates, within the time allocated I will attempt to do justice to the diverse number of substantive proposals made by my colleagues.. All these proposals are addressed more fully in the document at the back of the room

Civil Society is in agreement that the international environmental regime is dogged by the lack of political will to resolve environmental problems coherently and to follow a policy for the sustainable use of the earth's resources. This has led to fragmentation, limited financial resources, poor enforcement of multilateral environmental agreements, as well as an imbalance between international environmental governance and other international trade and financial regimes.

The current UNEP programme of work on IEG should be continued and implementation of the agreement expedited such as strengthening UNEP's financial base, implementing the Bali Plan, and adopting the proposed Environment Watch system. While the General Assembly, and other processes such as the Cartagena Package, will be addressing pertinent issues, the previous explorations of IEG have tended to focus on strengthening UNEP often at the expense of efforts to address the strengthening of the environment pillar in relation to the economic and social pillars of sustainable development. Similarly, the reform debates have tended to only focus on UNEP's normative tasks at the global level, without due consideration of the important operational activities of the UN and how UNEP can contribute to the country-level dimension of development.

## KEY ELEMENTS IN STRENGTHENING THE ENVIRONMENT PILLAR OF SUSTAINABLE DEVELOPMENT

### A STRENGTHENED UNEP

Civil society discussions on the complexity of the IEG process **clearly favours strengthening UNEP in Nairobi as the lead UN body responsible for all environmental programmes and activities within the UN system.**

- ↪ **There is an urgent need for a stronger international authority on environment to safeguard the environmental pillar of sustainable development. A number of principles should be adopted for a strengthened UNEP, In strengthening UNEP consideration must be given to the specific needs of developing countries and respect of the fundamental principle of 'common but differentiated responsibilities'.**
- ↪ **The Global Ministerial Environment Forum (GMEF) should become a forum concentrating on dealing with serious threats to the environment and a platform for Ministers of Environment to speak out forcefully on these environmental challenges.<sup>i</sup>**
- ↪ **An upgraded UNEP must be adequately and predictably funded in order to be able to implement its mandate.**

Regarding **UNEP's location**, there is a need for an in-depth analysis and so formulate recommendations to the UN General Assembly with the regards to the situation of current locations of UNEP's central divisions (such as the Division on Technology, Industry and Economics), branches and offices outside Nairobi – the headquarters – and its financial, programmatic and operational implications to the UN system and the performance of UNEP, particularly in environmental procurement field.<sup>ii</sup> We will return to the issue of expanding UNEPs presence in developing countries in the building blocks.

The Civil Society Statement from the 2006 UNEP Global Civil Society Forum urged government to **consider the following issues in strengthening UNEP:**

- i. strengthening cooperation, cohesion and harmonization between multilateral environmental agreements (MEAs) and other UN bodies;
- ii. clustering conventions and multilateral environmental agreement, avoiding duplication and maximizing their effectiveness;
- iii. strengthening the process of the Environmental Management Group and implementation of its partnership forum;
- iv. using legitimate powers for compliance, enforcement and implementation;
- v. making economic decisions and trade regimes environmentally sensitive and restructuring in international financial institutions, WTO and other economic processes to comply with this approach;
- vi. developing a mechanism or instrument for the implementation of international environmental decisions and legislation by national governments; and
- vii. incorporating all the Rio Principles agreed to at the UN Conference on Environment and Development in 1992.<sup>iii</sup>

## **THE UN'S ROLE IN SETTING NORMS AND STANDARDS FOR THE ENVIRONMENT**

The UN must renew its commitment to the primacy of standard-setting and enforcement at the national level for implementing policies and measures. The current trends at the UN of voluntary measures must be placed within a standard-setting framework. Environmental, social and labor international standards must be promoted as the key to coherence in this regard, and must form the basis for national rules for all issues. Moreover current programmes for promotion and ratification of UN Instruments through technical cooperation and financial assistance need to be given higher priority.<sup>iv</sup> One of the major functions of the UN is global standard setting. Work must be done to: ensure the realization of the Rio principles, and pay special attention to the Precautionary Principle; ensure gender issues are fully integrated and understood; create incentives for increasing cooperation around and between MEAs; develop increased coherence among UN bodies on cross-cutting environmental issues; develop MEAs for areas where there are no international agreements; and develop a strong norm and policy setting UN body for the environment, which can effectively coordinate the full spectrum of UN environmental work.<sup>v</sup> There is a need to

ensure that the normative and standard setting bodies and standards developed by the UN are not used as a ceiling reducing environmental demands and standards, nor subjecting them to trade regulations as promoted at the WTO, as well as in regional and bilateral bodies.<sup>vi</sup>

## **TRADE AND ENVIRONMENT**

There is a need to expand UNEP's mandate to the level of the World Trade Organization (WTO). Environmental policies and programs are often trumped by trade priorities that have the legal and political backing of the WTO. There is also a need to strengthening MEAs in the face of the WTO regime, in particular, there is a need for a independent examination of the relationship between the WTO and MEAs.

## **BUILDING BLOCK 1: STRENGTHENING UNEP'S SCIENCE BASE**

The proposals in the co-chairs paper are welcome additions to the ongoing debates on science-based decision making. In particular, the proposal to conclude discussions on the **Environment Watch strategy** is a timely and important recommendation. Should this go ahead it will need sufficient staffing and additional funding. The co-chairs recommendation to create the position of a **UNEP Chief Scientist** is also welcomed but requires further consideration as to how the specific role and function can be included within UNEP's existing organizational structure and how such a role will be funded. Consideration is also needed as to the specific terms of reference for a Chief Scientist and how this position would collaborate with existing scientific process and organizations. Civil society has long argued that scientific decision –making committees, such as those at have been suggested in the chair's paper, must be granted their total independence.

Regarding the **Environment Watch proposal and UNEP's Global Environment Outlook process**, the Civil Society Statement from the 2006 UNEP Global Civil Society Forum called on governments to the considerable scientific experience and rigour that civil society has to offer and urge them to give civil society scrutiny of and a greater role in the development of the conceptual framework and value base of the assessment component.<sup>vii</sup>

**There is need for UNEP to integrate early warning system into their scientific-based programme of work.** The need for the development by UNEP of their early warning system for environmental disasters through coordination from the different information bases of each convention would be an important aspect of the way forward. This will enable there to be appropriate discussion on prioritization of issues within the GC/GMEF.<sup>viii</sup>

**The International Council for Science (ICSU)** has proposed that UNEP establish strong conceptual and operational links with relevant major international research undertaking. It should be understood that UNEP requires scientific input from natural, social, engineering and health sciences. What is needed is both strong disciplinary science and interdisciplinary scientific knowledge.

In addition to the proposed creation of the position of a UNEP Chief Scientist, **ICSU considers it important that the UNEP Executive Director set up a Scientific Advisory Committee**, with the Chief Scientist being an *ex-officio* member.

**Proposal in the co-chairs paper for UNEP "to encourage user-friendly presentations of environmental assessments and policy responses:"** While ICSU welcomes this proposal as it relates to individual assessment reports, we also think that there is a need to synthesize assessment reports in order to address interlinkages between different topical assessments (e.g. IPCC, MA, STAP reports, etc.). It is important to describe the international

landscape of assessments to ensure consistency in overlaps and identify major gaps in scientific assessments for policy making. This will make it easier for governments to develop integrated policy responses.

## **BUILDING BLOCK 2: INTER-AGENCY COOPERATION**

At the UNEP GC/GMEF in 2007, stakeholders proposed that UN system-wide coherence in the area of the environment be considered within the broader context of sustainable development, in which all three pillars of sustainable development are addressed in a comprehensive and integrated manner, safeguarding the environment and promoting social equity.<sup>ix</sup>

Ensuring **coherence within the environmental pillar of sustainable development** across the UN System should remain the responsibility of UNEP's GC/GMEF, while specific inter-agency matters could be dealt with by a greatly enhanced (financial, operationally, and functionally) Environment Management Group (EMG).<sup>x</sup>

**A new role and mandate for the EMG is needed.** An additional challenge for the EMG is the consideration of its role in relation to other interagency groups such as UN Water, UN Oceans and UN Energy, all of which at present report to the High Level Committee on Programmes (HLCP) of the Chief Executives Board (CEB) for Coordination, and what role EMG might have directly to the CEB for identifying environmental priorities.<sup>xi</sup> **For the EMG to be effective it would need to assume a responsibility akin to that of the UNDG in order to ensure system-wide coherence on the UN's environment activities. There is a need to ensure that UNEP plays a leading role in the UN Development Group (UNDG),** In the long-term, merging the **EMG and the UNDG into a UN Sustainable Development Group**, should be considered. In the short-to-medium term, the options presented in the co-chairs paper that UNEP be tasked with co-chairing a UNDG group of environment, is a positive step forward. In coordination with the General Assembly discussion on the report of the High-Level Panel on System Wide Coherence, the 169 process should consider measures for supporting the UN's sustainable development work at the country and regional levels, particularly in relation to **strengthening the environment pillar of the sustainable development**. In particular, the 169 process should consider how the 'one country' approach can provide institutional support for implementing MEA obligations in developing countries. This could include support to national focal points, technical support for the development of national sustainable development strategies and other MEA-related action plans, assisting with the processing and implementation of GEF projects, including small grants, and supporting national institutions and participatory decision making, such as national committees.

A renewed political commitment to **sustainable development and environment at the country-level** should also stress support for country-led multi-stakeholder bodies, such as UNEP National Committees and National Councils for Sustainable Development in all countries, both industrialized and developing. As the lead development organization at the country-level **UNDP needs to play a more proactive role in the implementation of the environmental pillar of sustainable development at the country level.** Civil society also believes that consideration should be given as to how the resident coordinators system (either the current arrangement or new ones) can support institutional strengthening for the implementation of Agenda 21, the JPOI and multilateral environmental agreements. **The Resident Coordinators Offices need to ensure sufficient in-house environmental expertise to advise and provide support for working with national and regional local government associations.**

## **BUILDING BLOCK 3: COORDINATION AND CLUSTERING OF MULTILATERAL ENVIRONMENTAL AGREEMENTS**

.<sup>xii</sup> One suggestion is that **The UNEP GC/GMEF could initiate a coordination process between all MEAs, to identify priority areas for synergies.**<sup>xiii</sup> By 2008, UN member States could create incentives for increasing cooperation among MEAs and the scheduling of back-to-back MEA meetings on related issues. Among the specific approaches to clustering MEAs, the General Assembly could consider the following approaches:

- i. **Joint secretariat functions; Joint meetings of the Bureaus within a cluster. Joint meetings of the heads of the scientific and technical committees within a cluster and where relevant between clusters. Overall head of each cluster. Introduction of knowledge management (KM) within clusters and between clusters. Agreement of a methodological framework for indicators to enable measuring of enforcement and compliance.** T
- ii.

#### **BUILDING BLOCK 4: REGIONAL LEVEL ACTIVITIES**

Within the framework of a strengthened **regional environment pillar**, UNEP's Regional Offices should be further strengthened to support the growing number of regional-based intergovernmental plans of actions, such as the example of UNEP's support to the environment initiative of the New Partnership for Africa's Development. A particularly important element of the regional pillar is the further implementation of the Bali Strategic Plan. The 2003 Civil Society Statement from the UNEP Fourth Global Civil Society Forum recommended **increased funding and support for the UNEP Regional Offices** to develop and maintain regional and sub-regional outreach and partnerships with civil society organizations; and to enhance civil society's involvement in the development and implementation of UNEP's activities in the region.<sup>xiv</sup> **South-south cooperation for IEG is crucial** so as to share resources, exchange technologies and defend the specific needs and interests of developing countries.

#### **BUILDING BLOCK 5: BALI STRATEGIC PLAN, CAPACITY BUILDING, TECHNOLOGY TRANSFER**

Civil Society Organizations concur with the emphasis on the need to support effective implementation of the Bali Strategic Plan for Technology Support and Capacity Building (Bali Plan).

#### **BUILDING BLOCK 6: IT, PARTNERSHIP AND ADVOCACY**

##### **STRENGTHENING THE ROLE OF CIVIL SOCIETY AND MAJOR GROUPS**

Civil society offers a wealth of expertise, knowledge and implementation experience. Stakeholders at all levels have a **critical role to play in strengthening international sustainable development governance**. Measures should be taken to ensure the full and effective participation of civil society in environmental governance at all levels, and in the decision making processes that leads to its reform. The 2004 *Jeju Statement* from UNEP's Fifth Global Civil Society Forum drew attention **to the need for building the capacity and expertise of civil society, especially those from the South, in relation to UNEP's work**. The Statement also identified the need to strengthen UNEP's own capacity to deal with civil society, both at headquarters and regional/national levels.<sup>xv</sup> **There is need for UNEP to design a clear strategy on how to engage with civil society and major stakeholders**. It is important to **recognize the experiences at the meetings between civil society and UNEP**, and it is time to strengthen the sustainable development objectives that promote policies and mechanisms to support the work of UNEP and its member

governments.<sup>xvi</sup> In the area of **taking funding from industry**, UNEP must do so only in a fully transparent manner and under clear policies that avoid conflicts of interest and encourage corporate accountability.<sup>xvii</sup> UNEP should develop a code on principles that would guide their decision making concerning who they take money from.

### **BUILDING BLOCK 7: FINANCE**

Funding made available to the key UN institutions on environment- UNEP and the MEAs- is substantially weak and many bodies find it increasingly difficult to operate on zero-growth budgets.

Within UNEP itself, the **practice of earmarking** has created a substantial shortfalls of funds needed for the Environment Fund and the General Assembly should place greater emphasis on the need to eliminate this practice.

Civil society organizations have also called for the establishment of **grants within the UNEP budget or line budget allocation for programmes to be implemented by civil society.**<sup>xviii</sup>

The prioritization of the finance building block in the co-chairs paper is welcomed; however, many of the options proposed will not drastically remedy the dwindling financial resources provided to UNEP or the MEAs. Ultimately, the issue of funding is a political one- in the absence of global political will to empower the UN's environmental architecture, no one solution will remedy this on its own. We believe that many of the options in the paper should and must be implemented. But ultimately, **the area where financial reform is most needed is within the Global Environment Facility (GEF). The need to address the current GEF 'governance deficit' has been regularly highlighted by a number of concerns voiced by developing countries**, such as: limited and restrictive participation in Council decisions and replenishment negotiations; unbalanced voting procedures; limited political or legal leverage under the Conference of Parties to ensure compliance by the GEF Council and involvement in replenishment decisions; over politicization of the GEF decision making process by certain countries; burdensome procedures for accessing GEF money; and the unbalanced and inequitable nature of the Resource Allocation Framework (RAF). Concerns have been raised that while successful MEA funding arrangements exist, such as the Multilateral Fund, which include democratic replenishment negotiations, donor countries favor of the centralized control-model of the GEF which places decision making authority in hands of financing countries has over-shadowed debates on innovative financing mechanisms for MEAs and sustainable development in general. The 169 process must provide direct political guidance to the World Bank and donor countries that will lead to a radical overhaul of the GEF, including its governance and resource levels.

A sustainable funding mechanism is needed to provide increased, stable and predictable long-term funding to UN bodies dealing with the environment<sup>xx</sup>. National implementation of MEA is weak in many cases because of highly inadequate financial resources. OECD countries should finally designate 0.7% of GDP for ODA. All developed countries and developing countries within the realm of their possibilities should increase financial contribution for environment and sustainable development programmes.<sup>xx</sup>

### **THE BROADER TRANSFORMATION OF THE IEG SYSTEM**

UNEP is the key cornerstone of the IEG structure. However, strengthening UNEP must occur while simultaneously enhancing the economic, social and development components in other UN institutions. The role of the Commission on Sustainable Development (CSD), for instance, has to be improved so that it can better play its integrative function. An enhanced

UNEP will make the environmental dimension of the CSD stronger. Other relevant organizations and agencies dealing with IEG have also to be strengthened, together with the institutions dealing with economic and social affairs, and the institutions working with the integration of environment and development. Regarding the UNEO, In a notably similar position to that of governments, **there is no consensus among civil society organizations regarding a specialized agency for the environment. Many feel the proposals for a specialized agency are underdeveloped and not clear, and feel in that context it is premature to announce views on the proposal until many issues have been clarified. However, some regional civil society groupings have articulated their views on the specialized agency proposal.**

Thank you.

---

<sup>i</sup> Statement of the European Regional Consultation Meeting for the Eighth UNEP Global Civil Society Forum, Geneva, Switzerland, 23-25 October 2006; internet: [http://www.unep.org/civil\\_society/GCSF8/contributions/ROE\\_statement.pdf](http://www.unep.org/civil_society/GCSF8/contributions/ROE_statement.pdf)

<sup>ii</sup> Submission from JEA- The Ecological Youth of Angola (January 2007)

<sup>iii</sup> Statement on International Environmental Governance, Seventh UNEP Global Civil Society Forum, Dubai, United Arab Emirates, 5- 6 February 2006; internet:[http://www.unep.org/civil\\_society/gcsf/contributions/GCSF7-REPORT-final.pdf](http://www.unep.org/civil_society/gcsf/contributions/GCSF7-REPORT-final.pdf)

<sup>iv</sup> Statement by Laura Martín Murillo, Sustainlabour Foundation, to the Panel Consultation with Civil Society (June 2006); <http://www.stakeholderforum.org/policy/ieg/Statements/SustainLabour.pdf>

<sup>v</sup> Submission from ANPED to the Panel Consultation with Civil Society (June 2006); <http://www.stakeholderforum.org/policy/ieg/SubmissionsToThePanel/ANPED.pdf>

<sup>vi</sup> Statement of European Regional Consultation Meeting for the 8th UNEP Global Civil Society Forum 23-25 October 2006, Geneva, Switzerland, UNEP/GC/24/INF/10/Add.3

<sup>vii</sup> Statement on International Environmental Governance, Seventh UNEP Global Civil Society Forum, Dubai, 5- 6 February 2006 ; internet [http://www.unep.org/civil\\_society/gcsf/contributions/GCSF7-REPORT-final.pdf](http://www.unep.org/civil_society/gcsf/contributions/GCSF7-REPORT-final.pdf)

<sup>viii</sup> Stakeholder Forum, 2002

<sup>ix</sup> Reforming International Environmental Governance: Statement representing views expressed at two meetings of stakeholders held at 24<sup>th</sup> session of the UNEP Governing Council/GMEF 2007. The statement does not represent a consensus view.

<sup>x</sup> Stakeholder Forum, 2006

<sup>xi</sup> Stakeholder Forum for a Sustainable Future. UNEP: Changing Times; internet:

<http://www.unep.org/policy/governance/unepreportfinal.pdf>

<sup>xii</sup> UNEP.2002. Decision SS.VII/I Paragraph 30, Report of the Open-Ended Intergovernmental Group of Ministers or their Representatives on International Environmental Governance; internet: <http://www.un.org/ga/president/61/follow-up/environment/N0230057.pdf>

<sup>xiii</sup> Statement of the European Regional Consultation Meeting for the Eight UNEP Global Civil Society Forum, 23-25 October 2006, Geneva, Switzerland ; internet: [http://www.unep.org/civil\\_society/GCSF8/contributions/ROE\\_statement.pdf](http://www.unep.org/civil_society/GCSF8/contributions/ROE_statement.pdf)

<sup>xiv</sup> Declaration of the Fourth Global Civil Society Forum, Nairobi, Kenya, 1-2 February 2003; internet:

[http://www.unep.org/civil\\_society/PDF\\_docs/4thGCSF\\_Recommendations\\_GC22\\_Agenda.pdf](http://www.unep.org/civil_society/PDF_docs/4thGCSF_Recommendations_GC22_Agenda.pdf)

<sup>xv</sup> Jeju Statement from Fifth UNEP Global Civil Society Forum to the Eighth Special Session of the UNEP Governing Council/GMEF, Jeju Island, Republic of Korea, 28 March 2004; internet:

[http://www.unep.org/civil\\_society/PDF\\_docs/5thGCSF\\_Global\\_Civil\\_Society\\_Jeju\\_Statement.pdf](http://www.unep.org/civil_society/PDF_docs/5thGCSF_Global_Civil_Society_Jeju_Statement.pdf)

<sup>xvi</sup> Declaration of the UNEP Latin America and Caribbean Civil Society Forum, Bogotá, Colombia, 1-2 November 2006; internet: [http://www.unep.org/civil\\_society/GCSF8/contributions/ROLAC\\_statement.pdf](http://www.unep.org/civil_society/GCSF8/contributions/ROLAC_statement.pdf)

<sup>xvii</sup> Statement from the Sixth UNEP Global Civil Society Forum to the 23rd Governing Council/GMEF Nairobi, Kenya, 20 February 2005; internet:

[http://www.unep.org/civil\\_society/PDF\\_docs/6thGCSF\\_Global\\_CS\\_Statement.pdf](http://www.unep.org/civil_society/PDF_docs/6thGCSF_Global_CS_Statement.pdf)

<sup>xviii</sup> Statement from the Sixth UNEP Global Civil Society Forum to the 23<sup>rd</sup> Session of the UNEP Governing Council/GMEF, Nairobi, Kenya, 20 February 2005; internet:

[http://www.unep.org/civil\\_society/PDF\\_docs/6thGCSF\\_Global\\_CS\\_Statement.pdf](http://www.unep.org/civil_society/PDF_docs/6thGCSF_Global_CS_Statement.pdf)

<sup>xix</sup> Submission by ANPED to the Panel Consultation with Civil Society (June 2006); internet:

<http://www.stakeholderforum.org/policy/ieg/SubmissionsToThePanel/ANPED.pdf>

<sup>xx</sup> Submission by the Brazilian Forum of NGOs and Social Movements for the Environment and Development to the Panel Consultation with Civil Society (June 2006); internet:

<http://www.stakeholderforum.org/policy/ieg/SubmissionsToThePanel/BRAZILIANFORUMOFNGOS.pdf>





## **Environmental International Governance**

Presentation of the draft resolution “strengthening the environmental activities in the United Nations system”

July 23rd, 2008.

Amb. Maurer and I have the pleasure to introduce to you a revised version of the draft resolution on strengthening the environmental activities in the United Nations system.

This revised draft has been prepared taking into account the inputs of the informal consultations held with the Membership during May and June, as well as with the written inputs from other Delegations sent to us during the past weeks. Amb. Maurer and myself appreciate your continued interest on this issue.

I will present an overview of how we worked on this second version of the draft, and Amb. Maurer will explain with more detail the changes made in the text.

We decided to maintain the structure of the draft resolution intact which, as you know, is based in the Options Paper presented last year, so the building blocks remain the same, preserving a familiar structure to work with. But we have worked around the language in all the text, reflecting the reactions received.

Let me start with an overview of the main issues:

- We have included in many places references to “the three pillars of sustainable development”, but at the same time, we think that the draft resolution should be focused on the environmental activities of the United Nations system. In the preambular section we have included references to the Rio Declaration and the Nairobi Declaration as well.
- On the science block, we are maintaining the proposal for a chief scientific capacity, with some changes, but we are proposing to have a consolidated “overview” of research activities, instead of a “strategy”. Amb. Maurer will explain that soon.
- The approach that we are presenting on the relationship between UNEP, the General Assembly and other bodies vis-à-vis the Multilateral Environmental Agreements is more of cooperation and collaboration, dropping language such as “request” and “urging”, using “invites” and “collaborate” instead, reflecting the fact that the MEAs are legally independent bodies and there is not hierarchical relation with UNEP or the General Assembly.
- For the coordination block, the proposals for a consolidated appeal for needs on environmental activities remain, with some changes, and we are making less “micro-managerial” the proposal for placing the Environment Management Group under the authority of the Secretary-General.
- On the regional presence, we choose to highlight the need for a “strategic presence of UNEP in the regions”, instead of focusing mainly in having more resources. On

capacity building, its sub-title is more general; we are adding a reference to chapter 34<sup>th</sup> of Agenda 21, and a call for the full implementation of the Bali Strategic Plan for technology support and capacity-building.

- Is no surprise that the most contentious issue is the financing block. Here, we face strong and different opinions. We have been working and thinking about this issue, but we still need your collaboration on this. For the time being, we are dropping the proposal that the GEF be the financial mechanism for all global MEAs, but other issues remain difficult for now. We need your ideas, collaboration and flexibility.
- We are maintaining the two track approach, in the sense that there are diverse opinions on the issue of a more coherent institutional framework, including a more integrated structure, of the international environmental governance, and that we should continue working in an incremental approach that would improve the present system step by step, while, at the same time, the discussions on fundamental changes have to continue.

Let me stop now. I will give the floor to my colleague, Amb. Maurer, who will give more details on the text.

### Preamble

Several delegations made proposals for additional references to documents and resolutions to be mentioned in the preambular part.

- We still believe that a focused preamble would serve the purpose of this resolution best;
- We have added references only if they either concern documents that are of key importance for environmental governance or if they help to better anchor environmental governance in the broader framework of sustainable development;
- **In PP2**, we have added a reference to the Rio Declaration and the Nairobi Declaration;
- **In PP7**, we have added a new paragraph to clarify the importance of a better functioning IEG in the context of the MDGs.

Some delegations voiced concerns over the mandate of UNEP.

- As we mentioned already during the presentation of the first draft, the description of the mandate of UNEP in **PP5** and **PP6** is based on agreed language (A/RES/53/187 OP5, respectively paragraph 3c of the Nairobi Declaration;) .
- We have modified the beginning of **PP6** to clarify this
- and we had to make a correction in the same paragraph, it should read policies, instead of principles, in order to bring the paragraph fully in line with what the Nairobi Declaration says.

The resource question: we have modified **PP10** in a way that it should reflect the different concerns of delegations regarding the issue of financing.

- We have added a reference to reflect the request for new and additional resources
- and another one to stress the need to use existing resources in a more efficient way.

### Scientific assessment, monitoring and early warning capacity

Some delegations were concerned that UNEP would act as a research institution instead of coordinating and promoting scientific work in the organisation, and there were worries that the activities might go beyond its mandate.

- We hope to meet this concerns by clarifying the language in **OP2** and streamlining and clarifying **OP4**:
- **In OP2**, we have added the idea of “promoting research” and we have specified that specialized agencies and the scientific bodies of MEAs have a role to play in environmental science and research.
- We have considerably streamlined **OP4** to focus better on the essential idea of the paragraph, namely to provide all interested entities of the UN system as well as Member States with an overview of research activities and therefore help all involved actors to avoid gaps and duplications in their scientific work.
- We have also added a reference in **OP2** to the need for scientific interaction to take place in all geographic regions as requested by a group of delegations.

Several delegations signalled that they can favourably look into the creation of a Chief Scientific Capacity at UNEP, but that they would prefer less prescriptive language.

- We have made changes in **OP3** accordingly and invite UNEP to consider such a creation.

As some delegations have questioned the mandate of UNEP for this section as stated in **OP1**, we would like to stress again that the language we use in **OP1** builds on UNEP’s mandate as reflected in the Nairobi Declaration.

### Coordination and cooperation at the level of agencies

In reaction to the first draft of our resolution, many delegations voiced concerns about the relationship between EMG and CEB as reflected in **OP6** and **OP11** of the first draft:

- In this context, we would like to remind delegations of the many calls that we heard during our consultations in favour of a better use of EMG’s potential for environmental coordination.
- At the same time, the CEB is also doing important coordination of UN entities involved in development activities and we believe that this should be adequately reflected in our resolution.
- We therefore propose an amended version of **OP6** that keeps the language from the first draft, and in addition asks for the integration of the EMG in the CEB. This is similar to GA/TCPR support for integration of the UNDG into CEB.

The integration of EMG in the CEB would have the important advantage to guarantee that CEB would coordinate activities in all three pillars of sustainable development. In that sense the new version of the text clarifies that the EMG is coordinating on environmental issues, the CEB on sustainable development.

Regarding the idea of a consolidated appeal as reflected in **OP9**, we see from various comments that this proposal is not correctly understood yet. So let me clarify again that:

- This is not a funding mechanism, but rather an information and coordination tool;
- This is not about providing more financial resources for UNEP;

- The purpose of the consolidated appeal is to have an overview over the financial needs for environmental capacity building activities of the UN system, including MEAs;
- UNEP's task in regard to the consolidated appeal is only to collect and present the information;
- The needs are defined by every entity independently;
- This proposal does not intend to give UNEP any role in the determination of requests or the assignment of resources.

We have amended **OP9** to better reflect this, in particular we now invite (previously: “urge”) the MEAs to collaborate (previously: “assist”) with UNEP in this task.

Other changes that we have made in this section are

- In **OP5** we have deleted the reference to the World Bank and replaced it by more general language (“all parts of the UN system”).
- We have streamlined **OP7** and replaced the notion of “issue-based” work with more straightforward wording (“structure its work around key environmental areas”).

### Multilateral Environmental Agreements

Before I explain to you the changes in this section, I would like to come back to the question of which MEAs we have in mind when talk about MEAs in this resolution. It is not the intention of this resolution to involve all the 500 MEAs of global, regional and sometimes only subregional scope that exist today.

- For the purpose of this resolution, we suggest to focus on MEAs under the umbrella of the United Nation system whose secretariats, or administrative bodies, follow the rules and regulations of the UN, and where the SG is the depositary of the treaties.

In order to meet concerns from delegations about the legal autonomy of MEAs, we have revised the language in the whole section to emphasize that there is no hierarchical relationship between GA and MEAs,

- we have amended the language in **OP12** (“Emphasizes the need for COPs” instead of “urges”)
- and **OP15** (“encourages” replaces” call upon”)
- and we have added elements that should help to clarify that interactions between UNEP or other entities of the UN and MEAs should happen in a spirit of collaboration (**OP 12** and **OP15**).

In that context, let me once again highlight that we should avoid juxtaposition of “legal autonomy” and “cooperation/coordination”. The legal autonomy is undisputed in this room, but if we want to set a signal for more coherent environmental governance, we have to make it clear that autonomy must not mean non-cooperation and splendid isolation but goes with interaction and cooperation with other actors.

We have split the initial OP15 in two paragraphs and have now

- **OP14** focused on the link between national efforts to implement MEAs and the priorities of a given country, including the BSP and
- **OP15** that deals with the cooperation between MEAs and relevant parts of the UN system.

### **OP17:**

Some delegations asked us to provide them with information on the Conventions that have secretariats administered by UNEP.

- We would recommend delegations a document that UNEP had prepared for the Meeting of the open-ended Intergovernmental Group of Ministers on International Environmental Governance in 2001.
- This document with the number UNEP/IGM/1/INF/3 (6 April 2001) provides useful information on this question.
- From this document we learn that UNEP provides the secretariats for 22 out of 41 so-called “core MEAs”.

We have amended **OP17** in order to further clarify

- that we are talking about the way the administration of the Secretariats is done (administer instead of manage),
- that we would like to see the Executive Director taking an active role in the promotion (instead of enabling) of synergies
- and that it seems important that any savings can be used for implementation purposes.

### Regional presence and activities at the regional level

We have made only minor changes in this section:

In **OP 18**, we have - as requested by delegations - added a reference to “environmental assessments and monitoring”.

We have carefully studied the comments by delegations on how exactly they would like to strengthen UNEP’s role in the regions and we propose the following:

- In **OP19**, we have deleted the reference to the resources, because we would like to apply a coherent approach throughout the resolution in the sense that we focus on the resource issue in the financing section,
- In **OP20**, we have clarified that this paragraph deals with the strategic presence of UNEP in the regions;
- We believe that such a presence could be greatly improved by a better interaction with UN entities that are present and active on a regional level.
- We have therefore, as proposed by delegations, added specific language on the entities UNEP should interact with.

### Capacity building and technology support

A key concern of delegations in reaction to the first draft of this section was the focus of this section on the BSP, which some delegations perceived as being too narrow.

In order to address these concerns

- We propose a new, more general title for this section
- In **OP23**, we have added a reference to chapter 34 of Agenda 21, which deals with the transfer of environmentally sound technology, cooperation and capacity-building;
- And we have added a new paragraph that calls for the full implementation of the Bali Strategic Plan for technology support and capacity-building (**OP22**).

Not surprisingly, some delegations also raised the issue of resources for capacity building and technology support. For the sake of consistency, and as explained for the previous section, we would like to deal with financial resources in the financial section of this resolution.

A minor correction: many delegations have drawn our attention on the fact that the language in **OP24** (previously OP23) was not entirely correct. In fact, UNDG is not approving policies and procedures and we have corrected the language accordingly.

#### Information technologies, partnerships and advocacy

We made only minor changes in **OP27**:

- To bring the language more in line with what we are used to see in GA resolutions, we have deleted the mentioning of “state-of-the-art”
- and we have specified that this paragraph refers to entities dealing with environmental issues.

We have kept the reference to the special needs of the United Nations Office in Nairobi.

#### Financing

As Amb. Heller already mentioned in his introductory remarks, it comes as no surprise that the most contentious issue in the resolution is the section on financing.

We are confronted with diverging views of Member States: some of you stress the need for new and additional resources, while others insist on not going beyond existing resources.

Even if we could agree on the need for more resources for environmental governance, or environmental activities in general, we might still not be in a position to agree on where the additional resources should come from.

On this background, we haven't made many changes to this section:

- We deleted the proposal that the GEF should be the financial mechanism for all global MEAs;
- We have added a proposal that reflects the current use by UNEP of the voluntary indicative scale of contributions (**OP29**)
- And we have also added a proposal where we ask the SG to include recommendations for new and additional resources in his report on the implementation of this resolution ( this is an approach we used in a similar way in last years GA resolution on ISDR) in **OP31**.

We are aware that this section needs more discussion, some creative thinking and also some flexibility from Member States.

#### Broader transformation

The only change we have made in this section relates to a request to bring the language of this part more in line with the terminology of OP 169 of the WSO

- We have therefore replaced “broader transformation” in the title of the section with “Further consultations to explore the possibility of a more coherent institutional framework of the international environmental governance”
- And we have made similar changes in **OP34**.

#### Proposals not taken into account

OP2: Some delegations asked for explicitly referencing **specialized agencies that have a role to play in environmental research**. We would prefer a general reference to the importance of such agencies rather than name some of them or try to establish a complete and exhaustive list of all the agencies concerned.

OP6: there were some references in comments we received to the question of where to best **locate the EMG secretariat**. We believe that by entering in a discussion on the best location for the secretariat of EMG, we might open a Pandora box and find ourselves in a much bigger discussion on where to locate Secretariats of MEAs or even UNEP itself. For obvious reasons, we would prefer to avoid such a discussion.

OP35: Proposals have been made for the establishment of an **Open-ended Working Group** to further discuss the issue of broader transformation. We have not integrated this proposal mainly for two - probably interrelated - reasons:

- a) Experience shows that an OEWG is a quite costly exercise;
- b) We would like to focus our draft resolution on proposals that we think have the potential to get broad support from delegations. In our perception, the proposal of an OEWG is unlikely to get such support, not least because of the financial implications it would have.

With this, I would like to hand back to Amb. Claude Heller for information on next steps and concluding remarks

#### **Next Steps**

For the next steps, we intend to give to you some time for consider this text. Please, take it, study it with your Capitals and groups. As like in previous occasions, we are open for further clarifications and bilateral meetings with you.

We expect to engage in further consultations during early September. We don't have an exact date, but we are thinking on the second week of September. We will let you know on due time.

And finally, this draft resolution will be available shortly in the webpage of the Office of the President of the General Assembly. The exact link is indicated in the last page of the text in front of you.

Thanks for your assistance and participation during this process.

**Draft Resolution on Agenda Item 116 “Follow-up to the outcome of the Millennium Summit”****Strengthening the environmental activities in the United Nations system**

*The General Assembly,*

**PP1** *Recalling* the 2005 World Summit Outcome<sup>1</sup>,

**PP2** *Taking into account* Agenda 21<sup>2</sup>, the Rio Declaration on Environment and Development<sup>3</sup>, the Nairobi Declaration on the role and mandate of the United Nations Environment Programme<sup>4</sup>, and the Plan of Implementation of the World Summit on Sustainable Development (“Johannesburg Plan of Implementation”)<sup>5</sup>,

**PP3** *Reaffirming* the need for more efficient environmental activities in the United Nations system, with enhanced coordination, improved policy advice and guidance, strengthened scientific knowledge, assessment and cooperation, better treaty compliance, while respecting the legal autonomy of the treaties, and better integration of environmental activities in the broader sustainable development framework at the operational level, including through capacity-building,

**PP4** *Recalling* paragraph 169 of the World Summit Outcome Document and in this context its decision to explore the possibility of a more coherent institutional framework to address this need, including a more integrated structure, building on existing institutions and internationally agreed instruments, as well as the treaty bodies and the specialized agencies,

**PP5** *Emphasizing* that the United Nations Environment Programme has been and must continue to be the principal United Nations body in the field of environment and that its role is to be the leading global environmental authority that sets the global environmental agenda, that promotes the coherent implementation of the environmental dimension of sustainable development within the United Nations system and that serves as an authoritative advocate for the global environment,

---

<sup>1</sup> See resolution A/60/1.

<sup>2</sup> *Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3-14 June 1992, vol. I, Resolution adopted by the Conference* (United Nations publication, Sales No. E.93.I.8 and corrigendum), resolution 1, annex II.

<sup>3</sup> *Ibid.*, vol. I: *Resolutions Adopted by the Conference*, resolution 1, annex I.

<sup>4</sup> *Official Records of the General Assembly, Fifty-second Session, Supplement No. 25 (A/52/25)*, annex, decision 19/1, annex.

<sup>5</sup> *Report of the World Summit on Sustainable Development, Johannesburg, South Africa, 26 August-4 September 2002* (United Nations publication, Sales No. E.03.II.A.1 and corrigendum), chap. I, resolution 2, annex.



**PP6** *Recalling* the mandate of the United Nations Environment Programme to advance the implementation of agreed international norms and policies, to monitor and foster compliance with environmental principles and international agreements and stimulate cooperative action to respond to emerging environmental challenges,

**PP7** *Stressing* in this regard the need for an efficient, effective and equitable international environmental governance as a contribution to achieving the Millennium Development Goals and addressing negative impacts of environmental degradation on the poor,

**PP8** *Recognizing* that action on the strengthening of international environmental governance should be undertaken in the context of the three pillars of sustainable development, in accordance with the principles identified in Agenda 21, including the principle of common but differentiated responsibilities, and that environmental activities should be mainstreamed in other policy areas,

**PP9** *Stressing* the importance of strengthening environmental governance at national, regional and global level and of improving the implementation of agreed norms and policies through enhanced compliance and capacity building,

**PP10** *Stressing also* the necessity of sufficient, timely, predictable, new and additional resources, as well as the responsibility to the efficient use of resources,

**PP11** *Recognizing* that the strengthening of international environmental governance is a long-term process, evolutionary in nature, which needs continued discussion in order to reflect emerging challenges and adapt the system to the needs of the international community,

### **Scientific Assessment, monitoring and early warning capacity**

**OP1** *Reiterates* that the United Nations Environmental Programme is the leading agency within the United Nations system for the analysis of the state of the global environment and the assessment of global and regional environmental trends, as well as for the provision of authoritative policy advice and early warning information on environmental threats to Member States by catalysing and promoting international cooperation and action, based on the best scientific and technical capabilities available;

**OP2** *Stresses* the importance of strengthening the capacity of the United Nations Environment Programme to promote research and interact with existing scientific bodies in all

geographic regions in a systematic and coordinated manner, including with academic institutions and centres of excellence and relevant non-governmental organisations, taking into account the role and the scientific competence of specialized agencies as well as scientific subsidiary bodies of multilateral environmental agreements; to strengthen the exchange between environmental and developmental scientific communities; to present and diffuse scientific findings in a user friendly way and to offer authoritative advice to United Nations Member States;

**OP3** *Invites* the Governing Council of United Nations Environmental Programme to further strengthen scientific activities and to consider the creation, within the Programme, of a Chief Scientific Capacity, responsible for convening leading scientists from within and outside the United Nations system, for facilitating independent and authoritative knowledge and for managing and overseeing the scientific assessment, monitoring and early warning work of the United Nations Environmental Programme, and to provide the necessary additional resources thereto;

**OP4** *Requests* the Executive Director of the United Nations Environmental Programme, in cooperation with all relevant actors, to establish on a biannual basis a consolidated overview of research activities in order to identify gaps and duplications and to assist Member States in their effort for adequate policy response;

### **Coordination and cooperation at the level of agencies**

**OP5** *Emphasizes* the need to strengthen the capacities of the United Nations Environmental Programme, including through the Environment Management Group, to cooperate and coordinate with all parts of the United Nations system and relevant Multilateral Environmental Agreements on environmental issues, while enhancing the capacities within the United Nations system to integrate environmental objectives into related areas;

**OP6** *Decides* to place the Environment Management Group, managed by the Executive Director of the United Nations Environment Programme, under the direct authority, responsibility and leadership of the Secretary General and encourages the integration of the Environment Management Group within the framework of the Chief Executives Board in order to ensure a coordinated approach of the United Nations system to sustainable development;

**OP7** *Recommends* the Environment Management Group to structure its work around key environmental areas in an integrated and better coordinated manner and to associate further institutions from within and outside the United Nations system;

**OP8** *Calls upon* the Executive Director of the United Nations Environment Programme and the Administrator of the United Nations Development Programme to pursue through appropriate measures their cooperation in the implementation of the Bali Strategic Plan for Technology Support and Capacity-building, deepen it at country level and consolidate the two Programmes' interaction with the International Financial Institutions and Multilateral Environmental Agreements in that regard, including by amending the existing Memorandum of Understanding between the United Nations Development Programme and the United Nations Environment Programme accordingly, in order to clarify their respective roles and tasks;

**OP9** *Requests* the Executive Director of the United Nations Environment Programme, building on existing efforts, to present to the United Nations membership an annual consolidated appeal containing needs, planned activities and estimated funding levels for all environmental capacity building activities in the United Nations system, including for the implementation of the Bali Strategic Plan for Technology Support and Capacity-building and for Multilateral Environmental Agreements and invites Secretariats of Multilateral Environmental Agreements to collaborate with the Executive Director of the United Nations Environment Programme in this task;

**OP10** *Stresses* the importance of strengthened cooperation between the United Nations Environment Programme and international economic, trade and financial organizations both within and outside the United Nations system and *recommends* that the United Nations Environment Programme and the Multilateral Environmental Agreements ask for formal inclusion as observers on all relevant Committees of the World Trade Organization;

### **Multilateral Environmental Agreements**

**OP11** *Recognizes* the increased importance of enhancing cooperation and coordination amongst Multilateral Environmental Agreements, promoting working in clusters, and rationalising secretariat activities, while maintaining the legal autonomy of those Agreements;

**OP12** *Emphasizes* the need for Conferences of the Parties of Multilateral Environmental Agreements to continue to explore the potential for cluster-wise cooperation among the Agreements including by setting up and intensifying the collaboration in thematic, programmatic, scientific and administrative areas and *invites* the United Nations Environment Programme to identify, in collaboration with Multilateral Environmental Agreements, clusters for strengthened cooperation and coordination between the Multilateral Environmental Agreements and advise Conference of the Parties accordingly;

**OP13** *Welcomes* progress achieved towards improved collaboration by the Ad Hoc Joint Working Group on enhancing cooperation and coordination among the Basel, Rotterdam and Stockholm Conventions and *encourages* the Joint Liaison Group of the Rio Conventions and the Ramsar Convention on Wetlands to intensify efforts to develop complementarities and synergies in their activities on issues of mutual concern, and to invite the United Nations Environment Programme to join the Group;

**OP14** *Recognizes* the importance of enhanced efforts at national level to implement Multilateral Environmental Agreements, and *stresses* that implementation efforts should be in accordance with the priorities of the recipient countries and consistent with the objectives of the Bali Strategic Plan for Technology Support and Capacity-building;

**OP15** *Encourages* the Parties of Multilateral Environmental Agreements to implement their respective Agreements and *calls upon* the United Nations Environment Programme, the United Nations Development Programme, the World Bank, and the Global Environment Facility to closely cooperate with them in the implementation of their Agreements;

**OP16** *Invites* Multilateral Environmental Agreements to explore the potential for working in flexible, issue-based and result oriented cooperative arrangements with relevant implementing agencies;

**OP17** *Requests* the Executive Director of the United Nations Environment Programme to administer Secretariats of the Conventions under his authority in the most cost-effective manner and to take a proactive role in promoting synergies among the Convention Secretariats, ensuring that any savings resulting from improved coordination and cooperation of Multilateral Environmental Agreements will be used to increase implementation activities;

### **Regional presence and activities at the regional level**

**OP18** *Underscores* the importance of the regional offices of the United Nations Environment Programme as entry points for scientific activities, including environmental assessments and monitoring, capacity-building and technology support, taking into account the specificities of the regional contexts;

**OP19** *Calls upon* the Governing Council of the United Nations Environment Programme to strengthen the regional offices of the Programme to facilitate effective support for the implementation of the Bali Strategic Plan for Technology Support and Capacity-building at its national, subregional and regional levels;

**OP20** *Calls upon* the Governing Council of the United Nations Environment Programme to strengthen the strategic presence of the Programme in the regions and the cooperation of its regional offices with all relevant regional actors, including with the United Nations Regional Commissions, agencies, funds, programmes and other relevant entities directly related to environmental activities or dealing with broader sustainable development issues;

### **Capacity Building and Technology Support**

**OP21** *Stresses* the need to deepen and broaden capacity-building and technology support for developing countries, as well as of countries with economies in transition, throughout the international environment governance, at all levels;

**OP22** *Urges* the full implementation of the Bali Strategic Plan for Technology Support and Capacity-building, as a component for strengthening the international environmental governance;

**OP23** *Emphasizes* that Chapter 34 of the Agenda 21 and the Bali Strategic Plan for Technology Support and Capacity-building should serve as the overarching guiding framework for operational activities of United Nations agencies, Multilateral Environmental Agreements and the International Financial Institutions at country level;

**OP24** *Welcomes* the efforts of the United Nations Development Group to approve activities to implement policies and procedures related to environmental sustainability and to appropriately integrate them into the Guidelines for United Nations Country Teams on preparing Common Country Assessments and United Nations Development Assistance Frameworks;

**OP25** *Urges* Resident Coordinators and United Nations Country Teams to make full use of the capacities of the United Nations system, particularly those of the United Nations Environment Programme, to respond to the needs of developing countries and countries with economies in transition with regard to the strengthening of the capacities of governments in order to achieve the objectives of the Bali Strategic Plan for Technology Support and Capacity-building;

**Information technologies, partnerships and advocacy**

**OP26** *Stresses also* the importance to strengthen key support functions relating to international environmental governance, through, inter-alia, the use of information technologies, expanded partnerships and advocacy activities;

**OP27** *Urges* the Secretary General, in improving Information Technologies throughout the United Nations system, to make available as a matter of priority information technology to entities dealing with environmental issues in order to enhance cooperation, resource management and knowledge sharing between different parts of the United Nations system, taking into account the special needs of the United Nations Office in Nairobi in order to fulfil its mandate;

**Financing**

**OP28** *Requests* the Secretary General to task the United Nations Environment Programme with the creation and maintenance of a Global Environmental Financial Tracking System, a web-based database relying on voluntary self-reporting by donors and recipients and providing in a user friendly and easily accessible manner transparent and up to date information on the type, amount and direction of multilateral and bilateral financial flows for environmental activities flowing through the United Nations system;

**OP29** *Encourages* the United Nations Environment Programme to continue to apply a voluntary indicative scale of contributions;

**OP30** *Calls upon* the Governing Council of United Nations Environment Programme to provide as a matter of urgency the resources needed for the implementation of measures related to the United Nations Environment Programme activities, as set out in this resolution;

**OP31** *Asks* the Secretary-General to submit recommendations for ensuring new and additional resources, including innovative sources of financing, in his report on the implementation of this resolution;

**OP32** *Requests* the Secretary General to double the contributions from the regular United Nations budget to the respective budget of the United Nations Environment Programme;

**OP33** *Invites* donor countries to achieve a substantially increased fifth replenishment of the Global Environment Facility Trust Fund commensurate with its strengthened function;

**Further consultations to explore the possibility of a more coherent institutional framework of the international environmental governance**

**OP34** *Takes note* of the opinions expressed on the issue of a more coherent institutional framework, including a more integrated structure of the international environmental governance, and in this regard, *decides* to continue the examination of this issue, taking into consideration the achievements of the present resolution and the results of the informal consultative process of the General Assembly on the Institutional Framework of the United Nations' environmental activities;

**OP35** *Decides* to continue informal consultations on the international environmental governance, including the roles and mandates of and interaction among the different intergovernmental bodies during its sixty-third session with a view to assess progress achieved at its sixty-fourth session in a formal setting;

**Follow-up**

**OP36** *Requests* the Secretary-General to submit to the General Assembly at its sixty-fourth session a comprehensive report on the implementation of the present resolution, including an analysis of challenges faced by the United Nations international environmental governance architecture and recommendations on further measures to strengthen it, and decides to consider this issue under the item "Follow-up to the outcome of the Millennium Summit".

This draft resolution and other previous documents of the informal consultative process of the General Assembly on the Institutional Framework of the United Nations' environmental activities are located in the following webpage:

<http://www.un.org/ga/president/62/issues/environmentalgovernance.shtml>

**Draft Resolution on Agenda Item 116 “Follow-up to the outcome of the Millennium Summit”****Strengthening the environmental activities in the United Nations system**

*The General Assembly,*

**PP1** *Recalling* the 2005 World Summit Outcome<sup>1</sup>,

**PP2** *Taking into account* Agenda 21<sup>2</sup> and the Plan of Implementation of the World Summit on Sustainable Development (öJohannesburg Plan of Implementationö)<sup>3</sup>,

**PP3** *Reaffirming* the need for more efficient environmental activities in the United Nations system, with enhanced coordination, improved policy advice and guidance, strengthened scientific knowledge, assessment and cooperation, better treaty compliance, while respecting the legal autonomy of the treaties, and better integration of environmental activities in the broader sustainable development framework at the operational level, including through capacity-building,

**PP4** *Recalling* paragraph 169 of the World Summit Outcome Document and in this context its decision to explore the possibility of a more coherent institutional framework to address this need, including a more integrated structure, building on existing institutions and internationally agreed instruments, as well as the treaty bodies and the specialized agencies,

**PP5** *Emphasizing* that the United Nations Environment Programme has been and must continue to be the principal United Nations body in the field of environment and that its role is to be the leading global environmental authority that sets the global environmental agenda, that promotes the coherent implementation of the environmental dimension of sustainable development within the United Nations system and that serves as an authoritative advocate for the global environment,

**PP6** *Emphasizing further* the need to strengthen the capacities of the United Nations Environment Programme to advance the implementation of agreed international norms and policies, to monitor and foster compliance with environmental principles and international agreements and stimulate cooperative action to respond to emerging environmental challenges,

**PP7** *Recognizing* that action on the strengthening of international environmental governance should be undertaken in the context of sustainable development, in accordance

---

<sup>1</sup> See resolution A/60/1

<sup>2</sup> Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3-14 June 1992, vol. I, Resolution adopted by the Conference (United Nations publication, Sales No. E.93.I.8 and corrigendum), resolution I, annex II.

<sup>3</sup> Report of the World Summit on Sustainable Development, Johannesburg, South Africa, 26 August-4 September 2002 United Nations publication, Sales No. E.03.II.A.1 and corrigendum), chap. I, resolution 2, annex.



with the principles identified in Agenda 21, including the principle of common but differentiated responsibilities, and that environmental activities should be mainstreamed in other policy areas,

**PP8** *Stressing* the importance of strengthening environmental governance at national, regional and global level and of improving the implementation of agreed norms and policies through enhanced compliance and capacity building,

**PP9** *Stressing also* the necessity of sufficient, timely and predictable resources,

**PP10** *Recognizing* that the strengthening of international environmental governance is a long-term process, evolutionary in nature, which needs continued discussion in order to reflect emerging challenges and adapt the system to the needs of the international community,

### **Scientific Assessment, monitoring and early warning capacity**

**OP1** *Reiterates* that the United Nations Environmental Programme is the leading agency within the United Nations system for the analysis of the state of the global environment and the assessment of global and regional environmental trends, as well as for the provision of authoritative policy advice and early warning information on environmental threats to Member States by catalysing and promoting international cooperation and action, based on the best scientific and technical capabilities available;

**OP2** *Stresses* the importance of strengthening the capacity of the United Nations Environment Programme to interact with existing scientific bodies, including academic institutions and centres of excellence and relevant non-governmental organisations, and the scientific competence of specialized agencies and the scientific subsidiary bodies of multilateral environmental agreements in a systematic, coherent and coordinated manner; to strengthen the exchange between environmental and developmental scientific communities; to present scientific findings in a user friendly way and to offer authoritative advice to United Nations Member States;

**OP3** *Invites* the Governing Council of United Nations Environmental Programme to support the creation, within the Programme, of a Chief Scientific Capacity, responsible for convening leading scientists from within and outside the United Nations system, for facilitating independent and authoritative knowledge assessments and for managing and overseeing the scientific assessment, monitoring and early warning work of the United Nations Environmental Programme, and to provide the necessary additional resources thereto;

**OP4** *Requests* the Executive Director of the United Nations Environmental Programme to continue to deliver support for the scientific work of the Multilateral Environmental Agreements and *invites* Conferences of the Parties of relevant Multilateral Environmental Agreements to request the scientific bodies of the Agreements to contribute to and cooperate with the Environment Watch Strategy and to conclude Memoranda of Understanding with the United Nations Environmental Programme secretariat in order to define the roles and responsibilities of each of the institutions in the network and *invites* the Executive Director of the United Nations Environmental Programme to establish a consolidated research strategy to be updated on a biannual basis;

**Coordination and cooperation at the level of agencies**

**OP5** *Emphasizes* the need to strengthen the capacities of the United Nations Environmental Programme, including through the Environment Management Group, to cooperate and coordinate with other United Nations entities and the World Bank on environmental issues, while enhancing the capacities within the United Nations system to integrate environmental objectives into related areas ;

**OP6** *Decides* to place the Environment Management Group, managed by the Executive Director of the United Nations Environment Programme, under the direct authority, responsibility and leadership of the Secretary General and requests him to chair high level meetings of the Environment Management Group at least twice a year;

**OP7** *Calls upon* the members of the Environment Management Group to set up and work in issue based groups in order to address key environmental areas in an integrated and better coordinated manner and to associate further institutions from within and outside the United Nations system;

**OP8** *Calls upon* the Executive Director of the United Nations Environment Programme and the Administrator of the United Nations Development Programme to pursue through appropriate measures their cooperation in the implementation of the Bali Strategic Plan for Technology Support and Capacity-building, deepen it at country level and consolidate the two Programmes' interaction with the International Financial Institutions and Multilateral Environmental Agreements in that regard, including by amending the existing Memorandum of Understanding between the United Nations Development Programme and the United Nations Environment Programme accordingly;

**OP9** *Requests* the Executive Director of the United Nations Environment Programme to submit to the United Nations membership an annual consolidated appeal containing needs, planned activities and estimated funding levels for all environmental capacity building activities in the United Nations system, including for Multilateral Environmental Agreements and for the implementation of the Bali Strategic Plan for Technology Support and Capacity-building and urges Secretariats of Multilateral Environmental Agreements to assist the Executive Director of the United Nations Environment Programme in this task;

**OP10** *Stresses* the importance of strengthened cooperation between the United Nations Environment Programme and international economic, trade and financial organizations both within and outside the United Nations system and *recommends* that the United Nations Environment Programme and the Multilateral Environmental Agreements ask for formal inclusion as observers on all relevant Committees of the World Trade Organization;

**OP11** *Welcomes* the Secretary General's efforts to task the Chief Executives Board with ensuring a coordinated approach of the United Nations system to environmental issues;

**Multilateral Environmental Agreements**

**OP12** *Recognizes* the increased importance of enhancing cooperation and coordination amongst Multilateral Environmental Agreements, promoting working in clusters, and rationalising secretariat activities, while maintaining the legal autonomy of those Agreements;

**OP13** *Urges* Conferences of the Parties of Multilateral Environmental Agreements to continue to explore the potential for cluster-wise cooperation among the Agreements including by setting up and intensifying the collaboration in thematic, programmatic, scientific and administrative areas and *invites* the United Nations Environment Programme to identify clusters for strengthened cooperation and coordination between the Multilateral Environmental Agreements;

**OP14** *Welcomes* progress achieved towards improved collaboration by the Ad Hoc Joint Working Group on enhancing cooperation and coordination among the Basel, Rotterdam and Stockholm Conventions and *encourages* the Joint Liaison Group of the Rio Conventions and the Ramsar Convention on Wetlands to intensify efforts to develop complementarities and synergies in their activities on issues of mutual concern, and to invite the United Nations Environment Programme to join the Group;

**OP15** *Calls upon* Conferences of the Parties of Multilateral Environmental Agreements to implement their respective Agreements in close cooperation with the United Nations Environment Programme, the United Nations Development Programme, the World Bank, and the Global Environment Facility, in accordance with the priorities of the recipient countries and consistent with the objectives of the Bali Strategic Plan for Technology Support and Capacity-building;

**OP16** *Calls upon* Multilateral Environmental Agreements to explore the potential for working in flexible, issue-based and result oriented cooperative arrangements with relevant implementing agencies;

**OP17** *Requests* the Executive Director of the United Nations Environment Programme to manage Secretariats of the Conventions under his authority in the most cost-effective manner and to take a proactive role in enabling synergies among the Convention Secretariats;

**Regional presence and activities at the regional level**

**OP18** *Underscores* the importance of the regional offices of the United Nations Environment Programme as entry points for scientific activities, capacity-building and technology support, taking into account the specificities of the regional contexts;

**OP19** *Calls upon* the Governing Council of the United Nations Environment Programme to strengthen the regional offices of the Programme to facilitate effective support for the implementation of the Bali Strategic Plan for Technology Support and Capacity-building at its national, subregional and regional levels by, inter alia, providing them with the resources to fulfil their capacity building and technology support mandates taking into account the specificities of the different countries;

**OP20** *Calls upon* the Governing Council of the United Nations Environment Programme to strengthen the regional presence of the Programme and the cooperation of its regional offices with all relevant regional actors, including with the United Nations Economic Commissions;

### **Bali Strategic Plan, capacity building, technology support**

**OP21** *Stresses* the need to deepen and broaden capacity-building and technology support throughout the international environment governance;

**OP22** *Emphasizes* that the Bali Strategic Plan for Technology Support and Capacity-building should serve as the overarching guiding framework for operational activities of United Nations agencies, Multilateral Environmental Agreements and the International Financial Institutions at country level;

**OP23** *Welcomes* the efforts of the United Nations Development Group to approve policies and procedures related to environmental sustainability and to appropriately integrate them into the Guidelines for United Nations Country Teams on preparing Common Country Assessments and United Nations Development Assistance Frameworks;

**OP24** *Urges* Resident Coordinators and United Nations Country Teams to make full use of the capacities of the United Nations system, particularly those of the United Nations Environment Programme, to respond to the needs of developing countries and countries with economies in transition with regard to the strengthening of the capacities of governments in order to achieve the objectives of the Bali Strategic Plan for Technology Support and Capacity-building;

### **Information technologies, partnerships and advocacy**

**OP25** *Stresses also* the importance to strengthen key support functions relating to international environmental governance, through, inter-alia, the use of information technologies, expanded partnerships and advocacy activities;

**OP26** *Urges* the Secretary General to make available as a matter of priority to the international environmental governance system state-of-the-art information technology in order to enhance cooperation, resource management and knowledge sharing between different parts of that system, taking into account the special needs of the United Nations Office in Nairobi in order to fulfil its mandate;

### **Financing**

**OP27** *Underscores* the urgency of improving financing for the international environmental governance system and for environmental activities through timely and adequate funding;

**OP28** *Requests* the Secretary General to task the United Nations Environment Programme with the creation and maintenance of a Global Environmental Financial Tracking System, a web-based database relying on voluntary self-reporting by donors and recipients and providing in a user friendly and easily accessible manner transparent and up to date information on the type, amount and direction of multilateral and bilateral financial flows for environmental activities flowing through the United Nations system;

**OP29** *Encourages* Conferences of the Parties of all global Multilateral Environmental Agreements to use the Global Environment Facility as the financial mechanism for the respective Agreement and *asks* the Council of the Global Environment Facility to take appropriate decisions to fulfil such functions;

**OP30** *Calls upon* countries to help expand the scope of activity of the Global Environment Facility and invites donor countries to achieve a substantially increased fifth replenishment of the Global Environment Facility Trust Fund commensurate with its strengthened function;

**OP31** *Calls upon* the Governing Council of United Nations Environment Programme to provide as a matter of urgency the resources needed for the implementation of measures related to the United Nations Environment Programme activities, as set out in this resolution;

**OP32** *Requests* the Secretary General to double the contributions from the regular United Nations budget to the respective budget of the United Nations Environment Programme;

### **Broader transformation of the international environmental governance**

**OP33** *Takes note* of the opinions expressed on the issue of the broader transformation of the international environmental governance, and in this regard, *decides* to continue the examination of this issue, taking into consideration the achievements of the present resolution and the results of the informal consultative process of the General Assembly on the Institutional Framework of the United Nations environmental activities;

**OP34** *Decides* to continue informal consultations on the international environmental governance, including the roles and mandates of and interaction among the different intergovernmental bodies during its sixty-third session with a view to assess progress achieved at its sixty-fourth session in a formal setting;

### **Follow-up**

**OP35** *Requests* the Secretary-General to submit to the General Assembly at its sixty-fourth session a comprehensive report on the implementation of the present resolution, including an analysis of challenges faced by the United Nations international environmental governance architecture and recommendations on further measures to strengthen it, and decides to consider this issue under the item "Follow-up to the outcome of the Millennium Summit".

This draft resolution, the talking points for its presentation, and other previous documents of the informal consultative process of the General Assembly on the Institutional Framework of the United Nations environmental activities are located in the following webpage:

<http://www.un.org/ga/president/62/issues/environmentalgovernance.shtml>

## Talking Points Presentation Draft Resolution on IEG

### The problem

Since environmental issues entered the international agenda in the early 1970s, global environment politics and policies have been developing rapidly. Mounting scientific evidence that the state of the environment is deteriorating, has resulted in an increase of UN system entities that are addressing environment-related issues in their work.

The complexity of this system is a mirror of the complexity and diversity of environmental issues themselves, spanning from clean drinking water, to soils, biodiversity, atmosphere, climate change, among others; all of them dealing with the fundamental, overarching issue of the viability of the ecosystems and the sustainability of life.

The environmental governance system we have today reflects both the successes and failures of this development:

Strengths among others are

- an elaborate and sophisticated set of norms in key areas of environment
- the specificity of tools as well as
- improved scientific expertise and authoritative knowledge of the state of global environment; the latter is impressively reflected in recent works such as the IPCC, the Stern, the GEO4 and the Human Development Report – all of them widely discussed and reflecting a growing awareness of the public.

Weaknesses include

- a lack of clear division of labor and a well-functioning coordination and cooperation leading to fragmentation, duplication and competition for the same scarce resources
- a burdensome servicing of the obligations from the hundreds of MEAs which has become cumbersome for all States, but in particular for the developing

countries;

- a lack of implementation due to a lack of capacities and resources; in practice this leads to a growing gap between normative and analytical work on one side and implementation of commitments on the other side;
- a lack of a common, overarching framework for the respective global policy debate: Sustainable Development, Environment, Climate Change, Environment and Development, the Global Public Good perspectives and many other concepts shape and inform different policy agendas;
- and finally a more pronounced competition between regions and countries with different vulnerabilities (deserts, mountains, islands, LDC, landlocked etc).

As a consequence, various attempts have been undertaken to strengthen international environmental governance:

In the year 2000, Environment Ministers agreed in the Malmö Ministerial Declaration to launch a process under the auspices of the UNEP GC/GMEF to review “requirements for a greatly strengthened institutional structure for international environmental governance”. The resulting recommendations were endorsed by the Seventh Special Session of the UNEP GC in Cartagena, and the World Summit on Sustainable Development in 2002 decided to fully implement the decision of the UNEP GC. As one of the follow up actions to this decision, the Bali Strategic Plan for Technology Support and Capacity-building has been developed.

In addition, a number of government led initiatives have also been launched, e.g. in 2003 France has started an informal process to consider the transformation of UNEP into a UN Environmental Organization (UNEO) supported by an important group of countries from all regions of the world.

Despite all these efforts, environmental governance pertains to be perceived as dysfunctional and the “robust, versatile regime that will allow us to respond quickly and effectively to emerging environmental challenges” (Cartagena Decision, UNEP/GC SS.VII/1, para 39) is still not in place. The current IEG system is not fit yet to pass the ultimate exam, i.e. assist governments and the UN to improve

environmental performance in a way that we can succeed in stopping environmental degradation. This represents a challenge for all countries.

### The mandate

As a consequence, World leaders at the 2005 Summit recognized the need for more efficient environmental activities in the UN system, with enhanced coordination and improved normative and operational capacity, and agreed “to explore the possibility of a more coherent institutional framework to address this need, including a more integrated structure, building on existing institutions and internationally agreed instruments, as well as the treaty bodies and specialized agencies” (paragraph 169 of the WSOD, A/Res/60/1).

In terms of the normative work of the UN system, policy advice and guidance, strengthened scientific knowledge, assessment and cooperation were identified as areas which could be further improved. At the operational level, the need was identified for better integration of environmental activities in the broader sustainable development framework, including through capacity building. It was also recognized by the Summit that better treaty compliance, while respecting the legal autonomy of the relevant treaties, was a central consideration.

### The process

As a follow-up process to the WSO and on the basis of the mandate as stated in paragraph 169 of the WSO, the PGA of the 60<sup>th</sup> UN GA launched an informal process on the strengthening of international environmental governance and designated in January 2006 the Permanent Representatives of Mexico and Switzerland to co-chair the process.

After our designation as Co-Chairs we held a series of consultation meetings from April to June 2006 in New York, visited Nairobi and Geneva to interact with environmental actors and produced a first Co-chairs' summary (27 June 2006) which



is available to you on the web<sup>1</sup>. The summary touches on key elements and areas of the discussions in the GA including

- / the persistence of environmental degradation
- / fragmentation and specificity of the IEG
- / the shift from policy making to implementation
- / the discussion of environmental issues in the framework of sustainable development, in particular the concern that poverty eradication might be neglected in environmental protection and that such protection might lead to new trade barriers
- / capacity-building, technology transfer and financial support
- / the necessity to seek improvements at global, regional and national level
- / the definition of the respective roles for various bodies, including the GA, ECOSOC, CSD, and the GC/GMEF
- / institutional options for IEG

After extensive consultations with the Membership, representatives from the environmental treaties, UN bodies, and civil society in New York, Nairobi and Geneva, we have presented an Options Paper in June 2007. The Options Paper explains the process in the GA, analysis the weaknesses of the system, makes proposals structured around seven building blocks on the improvement of the present IEG and addresses issues of more fundamental transformations in the future. The seven building blocks take up key issues captured in previous reform attempts and make proposals for better implementation. These proposals deal with

- scientific assessment, monitoring and early warning capacity
- coordination at the level of agencies
- MEAs
- regional processes
- the Bali strategic plan, technology support and capacity-building
- IT partnerships and advocacy and
- funding

We invited Member States to give us their feedback on the Options Paper and held two rounds of informal consultations in September and October 2007 in New York. In

---

<sup>1</sup> <http://www.un.org/ga/president/61/follow-up/environment/Letter-Summary-Co-Chairs.pdf>

addition to consultations with Member States, we met with Heads of secretariats of global MEAs (Basel, Rotterdam, Stockholm Convention, UNFCCC, CBD, UNCCD), with representatives of the World Bank and GEF, of academia and NGOs to discuss the proposals in the Options Paper. We found that the best way to move forward and reflect the perceptions of Members States would be to translate the results of the consultations into a draft resolution and present it to Member States. In subsequent discussions with delegations, this approach got broad support.

In February 2008, we briefed participants of the 10<sup>th</sup> Special Session of the Governing Council/Global Ministerial Environment Forum in Monte Carlo on our process. On our way back to New York, we met with Member States and civil society in Geneva to offer updates on our thinking on and reading of delegations' inputs. In parallel, we continued to meet with all interested delegations, bilaterally and in groups, to hear their reactions and get feedback.

#### The resolution: premises and guiding ideas

The draft resolution follows the structure of the Options Paper which got generally kind reception in the consultations, in particular the chapter on the building-blocks. The content of the draft is based on proposals from the Option Paper, but reflects reactions of Member States to that Paper:

- We kept measures frequently mentioned to us and which we thought would reflect broad consensus by member states;
- We also included concrete ideas of individual countries or groups of countries which we considered interesting and promising in terms of a gradual improvement of the IEG system;
- In areas where Member States offered suggestions going into different directions, we tried to offer possible compromise best in line with the consultations;
- In drafting, we had – as we mentioned to you before – ambitious incrementalism as an important guiding principle: the draft resolution should be ambitious in its long term direction and reflect serious will for transformation while moving forward step-by-step, taking into account the division among the membership on long term goals. New concepts or ideas should be steps small enough to be implementable, but big enough to offer a guarantee for

meaningful change of international environmental governance. We had your warnings in mind, that new steps should not add bureaucracy but bring solutions that you had a clear preference for building on existing mandates, norms and structures instead of creating new ones, and that “a prudent approach to institutional change is required, with preference given to making better use of existing structures” (Cartagena, 8b).

- In drafting we were also aware that a resolution of the GA cannot substitute itself to the work of competent intergovernmental bodies (COPs, Councils) but can invite such bodies to work in a certain direction, and that the GA should not substitute itself to management but can ask and task work in a certain direction and support stronger cooperation and coordination: We believe that a resolution in the GA is the chance to link efforts of the Management of UNEP, and efforts of Environmental Ministers with the political support from the main body of the UN in order to implement commitments we have taken years ago.

We have been all aware throughout this process that discussions on IEG would not take place in an empty space. Other processes take place at the same time and have their own dynamics:

- Our process is a follow-up to the World Summit Outcome. There are other follow-up processes to the WSO, and one of them – the process on system-wide coherence and in particular the report of the High-level Panel – has also an environment component. We have said from the beginning that we see the two processes as distinct in nature, but mutually reinforcing. Our consultation process has shown many parallels between the analysis of the High-Level panel on international environmental governance and our own. The content of our resolution does not contradict the recommendations of the Panel report, but is more specific in some points.

- The annual GA resolution on the report of the Governing Council of UNEP does refer to the relative session of the GC in the same year and reflects its respective discussions and decisions. The scope of that resolution is therefore by definition more narrow in scope than the one of our resolution.

- The omnipresence and prominence of the issue of climate change has fostered a debate on governance of climate change and therefore raised questions similar to the ones we have been mandated to look into by the Summit. Here again, we believe in the distinctness of the processes despite the obvious similarity of some of the questions: environmental governance is larger in scope than climate change governance and the negotiations on climate change go beyond the scope of governance.

- Some of the issues that are covered by the draft resolution are also addressed by UNEP's Medium Term Strategy which was approved by the GC/GMEF in Monaco earlier this year. The MTS is a management tool for the ED which has been approved by the UNEP governing body. While implementation of the strategy will help UNEP to strengthen its governance role, the draft resolution we present to you today will strengthen UNEP's ability to act in the direction of its MTS.

In short: While there are connections between all these processes, delegations have sometimes different opinions about the nature and extent of such connections. While in a perfect world we would design an all encompassing, inclusive, rational governance system, we have to face imperfections and should ensure that the different processes do not disturb each other.

The resolution we present to you attempts to do so: to keep related processes like SWC, Climate Change, the UNEP discussions in the GA, the debates in the GC/GMEF of UNEP and management decisions of UNEP in mind while offering political support from the GA to some of the efforts in other places of the UN system.

On the basis of our consultation with Member States and the abovementioned considerations, we have drafted a resolution on the strengthening of IEG which we would like to present to you today in detail.

#### Explanation elements of draft resolution

##### **Preamble**

The draft resolution that we are presenting today is modeled after the Options Paper

presented to Member States in June 2007<sup>2</sup>, the operative part follows the structure of the seven building blocks of that Paper.

We suggest to keep the preamble short and focused on aspects relevant for IEG: It recalls the 2005 World Summit Outcome document and the mandate of the process, restates the foundations of the international environmental governance, and recognizes the evolutionary nature of IEG.

PP 1 refers to the source for our mandate which is then specified in PP 3 and 4 in direct quotes from paragraph 169, "Environmental activities", from the 2005 World Summit Outcome Document.

PP5 and 6: The language is based on Resolution A/RES/53/187, OP5 respectively OP3c. It reflects the Nairobi Declaration, which was agreed by Ministers of the Environment and Heads of Delegation attending the 19<sup>th</sup> session of the Governing Council held during January and February, 1997. The Nairobi Declaration was endorsed by the special session of the United Nations General Assembly held in New York in June, 1997. It emphasizes the central role that UNEP plays in a strengthened international environmental governance systems and the importance of enabling UNEP to properly fulfil its functions.

PP7 to PP10 restate the foundations of the international environmental governance (Agenda 21, principle of common but differentiated responsibilities, compliance, capacity building and resources), and place the discussion on IEG in the framework of sustainable development. PP10 highlights that the IEG continues to be work in progress, evolving accordingly to new challenges and demands from the international community.

### **Operative part**

The operative section contains concrete proposals for:

---

<sup>2</sup> <http://www.un.org/ga/president/61/follow-up/environment/EG-OptionsPaper.PDF>, French version at: <http://www.un.org/ga/president/62/issues/environmentalgov/OptionsPaperFr-EG.pdf>.

- Strengthening the authority of UNEP
- Scientific assessment, monitoring and early warning capacity
- Coordination at the level of agencies
- Multilateral Environmental Agreements
- Regional processes
- The Bali Strategic Plan, technology support and capacity-building
- IT partnerships
- Funding
- Next steps

OP1 is modelled after OP3(a) of the Nairobi Declaration (February 1997).

OP1 in conjunction with OP2 set the rationale for the following OP3 and OP4, both dedicated to “scientific assessment, monitoring and early warning capacity”, the first building block from the Options Paper.

OP2 mentions several areas where our consultations showed that UNEP and Member States could take advantage of improved performance: a) a more systematic use of scientific resources and knowledge already existing within and outside the UN System, b) more interface and interaction between environment and development also with regard to scientific knowledge, and c) a presentation of scientific findings in a way that responds to needs and requirements of Member States.

OP3 This proposal looks to boost the capacity of UNEP to collect and to present the best environmental information to decision makers, in a clear, independent and knowledgeable way, making UNEP a leading authority within the UN system for scientific assessment and monitoring on the state of the global environment. The proposal does not aim at converting UNEP into a research centre, but at enabling UNEP to tap into existing research and collect available information that is scattered within and outside the UN system. This proposal also seeks to enhance the capacity of UNEP for early warning capacity of environmental threats.

OP4 This proposal is aimed at enhancing the cooperation among UNEP and the MEAs in their respective scientific fields, creating in this way a network for information sharing. The proposal for a “consolidated research strategy” seeks to avoid duplication in the work of the UNEP and MEAs.

OP5 sets the rationale for OP6 to OP11, all of them dedicated to the “coordination and cooperation at the level of agencies”, the second building block in the Options Paper.

OP6: The consultations have shown that Member States continue to be supportive of the work of the Environment Management Group and the coordination role which it is well positioned to play given its broad membership that includes not only key UN agencies, but also important global MEAs. However, States voiced concerns that the EMG does not live up to its potential. We propose to increase the profile of the Environment Management Group and the level of participation in its work. We therefore suggest to place it under the direct authority of the Secretary General, and to ask him to chair the EMG at least twice a year, but at the same time, keep its management under the Executive Director of UNEP, raising in this way UNEP’s profile as well.

OP7 Repeats the call already made in the Cartagena decision (UNEP/GC SS.VII/1., paragraph 36) for the EMG to divide the consideration of its substantive agenda in issue based groups, and to engage in its work institutions within and outside the UN system, suggestion that was made by a number of Delegations during the consultations

OP8 seeks to engage UNEP, UNDP, the International Financial Institutions and MEAs in the same track while pursuing the objectives set out in the Bali Strategic Plan for Technology Support and Capacity-building, and enhancing its works at the country level. The Bali Strategic Plan should be the overarching guiding document for activities at country level. At the same time, the Plan is not specific enough to give clear guidance on the role of each operational partner. The MoU between UNEP and UNDP is important in specifying each institution’s role, but it dates from November

2004, i.e. was agreed upon before the Bali Strategic Plan was adopted in December 2004 (at the level of the High-level Open-ended Intergovernmental Working Group), respectively in February 2005 (at the level of the GC/GMEF of UNEP). An amended MoU that reflects the adoption of the Plan could help to clarify the roles and tasks of key operational partners and therefore contribute to the implementation of the plan and better coordinated activities at country level.

OP9 This proposal intends to have a complete picture of the funding needs for all environmental capacity building activities in the UN system, through an annual consolidated appeal. In other areas, the UN is already relying on Consolidated Appeals Processes, namely in the field of Humanitarian Assistance. The Consolidated Appeal is an important tool for interagency planning and coordination and provides donors with information on the funding needs and key areas of activities. It is established annually and presented to Member States at the end of each year for the coming year.

OP10 aims at enhancing the participation of MEAs and UNEP in the relevant Committees of the WTO, seeking to increase the understanding of environmental issues, concerns and priorities within the WTO.

OP12 sets the rationale for OP13 to OP17, all of them dedicated to “Multilateral Environmental Agreements”, the third building block of the Options Paper.

OP13 proposes to MEAs to strengthen their cooperation and work around common issues, seeking to avoid duplications in their works, lessening the burden on countries –while respecting their legal autonomy.

OP14 In March 2008, the Ad Hoc Joint Working Group on enhancing cooperation and coordination among the Basel, Rotterdam and Stockholm Conventions managed to agree on ambitious recommendations on how to strengthen the synergies among those conventions. This is a very important step and can serve as an example of best practice for similar efforts of other conventions. The Rio Conventions and the Ramsar Convention deal with interlinked substantive issues. This OP14 encourages them to strengthen the collaboration among them, in a mutually advantageous conjunction.



Additionally, the proposal includes UNEP to be part of the Joint Liaison Group, aiming at working together with the Rio Conventions and Ramsar.

OP15 emphasizes that the activities of MEAs, UNEP, UNDP, WB, and GEF should follow the national priorities set forth by the recipient countries

OP16: The objective of OP16 is to increase the collaboration between MEAs and implementing agencies.

OP17 is another proposal aiming at strengthening the authority of UNEP in the environmental works of the UN, looking to diminish costs of operation and enhancing combined action with the MEAs Secretariats.

OP 18: Gives the rationale for OP 19 and 20: Consultations have shown broad support for a more active and prominent role of the regional offices of UNEP. Regional offices have a greater understanding for the specific needs and challenges of countries in a region which is of particular importance given the absence of UNEP offices at country level. They are therefore well placed to play a more significant and strategic role in capacity building and scientific activities.

Op 19: Strengthened regional offices could have more impact in promoting the implementation of the Bali Strategic Plan. The Regional offices have an important role as intermediaries between countries and the global level.

OP 20: Interaction with other regional actors from within and outside the UN System should be intensified. Interaction with the Economic Commissions is encouraged explicitly because it offers specific potential for closer cooperation in two relevant areas of sustainable development, i.e. environmental protection and economic development.

OP 21: Provides the rationale for OP 21 to 24: During our consultations, many countries have stressed the need to intensify efforts for capacity building and technology support and the key importance of progress in these areas for overall progress in IEG.

OP 22: underlines the importance of the Bali Strategic Plan. It is crucial for improved governance that operational activities of the key actors are guided by a common strategic framework. The Cartagena decision asked for the development of the Bali Strategic Plan in order to improve the effectiveness of capacity-building and to address gaps in this area.

OP23: CCA and UNDAF are key planning tools for development activities at country level. For purposes of mainstreaming environmental sustainability, it is crucial that these tools and the Guidelines on their use adequately reflect environmental concerns as one pillar of sustainable development. OP 23 welcomes the improved policies of UNDG in this regard.

OP24: The proposal seeks to motivate Resident Coordinators and the Country Teams to make better use of environmental knowledge and expertise existing in the UN system and to ensure the full engagement of relevant Programmes or Agencies, in particular if they are not present at country level which is usually the case for UNEP.

OP 25: Gives the rationale for OP 26.

OP26: Better use could be made of the potential offered by IT for purposes of cooperation and coordination, resource management and knowledge sharing. More systematic use and state of the art equipment can help to facilitate communication and interaction with key partners of UNEP that have no representation at the UN office in Nairobi. Any future upgrade of UN IT should therefore keep in mind the special needs of the Nairobi office and IEG.

OP27 sets the rationale for OP28 to OP32, all of them dedicated to "Financing", the seventh building block in the Options Paper. This OP recognizes that one of the overarching problems in the IEG is the lack of enough financial resources needed to deal with environmental issues.

OP 28 This proposal addresses a concern recurrently mentioned during the consultations, the question “what is the amount of funding, and what has been its use?”. The Financial Tracking System would be a web-based searchable database of funding requirements and contributions beginning with environmental capacity building and possibly expanding into other areas that shows, in an accessible way, the use of financial flows for environmental activities in the UN system.

The proposal is closely linked with the idea of a Consolidated Appeal Process as suggested in OP 9 insofar as the CAP would contain an estimate of total annual funding requirements against which contributions can be measured. UNEP would be responsible for the set up and operation of the tracking system. The System would be based on voluntary reporting by donor governments and recipient agencies. An example for an existing, well working financial tracking system is the one used to track humanitarian funding. Details on its features and the way it is operated can be found at [www.reliefweb.int/fts](http://www.reliefweb.int/fts).

OP29 intends to consolidate the diverse financial mechanisms existing in GEF, avoiding the dispersion of small environmental funds, which have its own staff, administrative costs and regulations. This proposal seeks to reduce administrative costs, and deliver enhanced coordination to the financial mechanisms of MEAs.

OP 30. This proposal intends to expand the scope of GEF into environmental activities currently not covered, and asks for the corresponding replenishment.

OP32 proposes to allocate additional financial resources to UNEP from the regular UN budget, in light of the continuous need for additional and predictable financial resources that allow UNEP to effectively fulfil its mandate. The intention is to send a clear political signal of the importance of the environmental activities through the UN system.

OP33 acknowledges the diverse positions presented on the issue of the broader transformation of the IEG, and recognizes that, for the moment, the time is not ripe to decide on a fundamental overhaul of the system. While weaknesses are obvious and broadly acknowledged, the feedback received indicates a preference for an incremental approach that would improve the present system step by step. At the

same time, the discussions on fundamental changes have to continue - in an informal setting - without prejudice.

OP34 In addition to the issue of the broader transformation of the IEG, other issues remain on the agenda, like those related to the interaction among the intergovernmental bodies. OP34 asks to continue the discussion on this issue and to assess progress in the 64<sup>th</sup> session of the GA.

OP35 A report on the implementation of this resolution during the 63<sup>rd</sup> GA would be too soon. This proposal asks for a report during the 64<sup>th</sup> session, allowing enough time to reflect the implementation of the proposals presented in this resolution. This OP35 complements the informal consultations proposed in OP33 and OP34 during the 63<sup>rd</sup> session.

#### Next steps

Finally a brief word on next steps.

We have tentatively scheduled a first feedback session for May 21 and would hope that we can hear from as many delegations as possible reactions

- on the general thrust of the resolution as well as
- reactions on the specific proposals in the text

As Co-Chairs we stand ready to move into a negotiating mode if you are ready to do so, and to make space and time available in order to take a decision during this GA. Given the amount of time that all of us have already invested in this process, we consider this possibility as feasible. We therefore propose to meet as appropriate after the first feedback round of 21 May. In the meantime we are of course available to delegations for bilateral meetings if further information or explanations on the resolution are needed.

As for “ambitious incrementalism”, we hope to move with speedy circumspection.



# Environmental financing

*A UNDP perspective*

*17 March 2008*



## A quote from the SG

***“...It helps to have a vision of how the future might look if we succeed. Handled correctly, our fight against global warming could set the stage for an eco-friendly transformation of the global economy – one that spurs growth and development, rather than crimps it.”***

## The need for a paradigm shift

- Evolution of environmental financing;
- Domestic resource mobilization;
- From using ODA for pilot projects to redirecting investments towards sustainability.

## The time is there to act

We have the knowledge, tools and experience;

+ addressing the climate change challenge offers a unique opportunity to make major inroads toward achieving the MDG's and moving forward on the path of sustainable development.



## Paradigm shift at the national level

- **Step 1:** Support comprehensive national review of environmental financial flows;
- **Step 2:** Support realistic and long term planning to mobilize the necessary domestic and international financing;
- **Step 3:** Support the development of informed investment plans, taking new and innovative approaches into consideration;

## Paradigm shift at the national level

- **Step 4:** Assist countries with pre-investment studies and investment pipelines, that lead to less carbon intensive development paths AND to poverty reduction; and
- **Step 5:** Align and integrate international development aid to better support countries in their development and MDG achievements

# Paradigm shift at the international level

- **Action 1:** Move to a continuum in development cooperation: from policy setting and capacity development to investments and their evaluation;
- **Action 2:** Promote a new compact between the UN and the Bretton Woods Institutes;

## Paradigm shift at the international level

- **Action 3:** Ensure a coherent delivery of environmental finance and investment support to national and local authorities by all development partners;
- **Action 4:** Strengthen the UN capacity to deliver environmental financing support at the national and regional level;
- **Action 5:** Set up a watchdog function to review the sustainability of major investments.

## Some reflections

- A new international environmental finance regime is needed, contributing to a paradigm shift in development cooperation.
- UNDP, in full cooperation with other agencies, stands ready to support a transition that will lead to an integrated and coherent delivery of environmental finance support by all development actors to national authorities.

# Thank you



DRAFT  
VV- 16.03.2008

## Environmental financing: A UNDP perspective

### **A New Green Economics.**

“We have read the science. Global warming is real, and we are a prime cause. We have heard the warnings. Unless we act, now, we face serious consequences.

Largely lost in the debate is the good news: We can do something -- more easily, and at far less cost, than most of us imagine.

In this, it helps to have a vision of how the future might look if we succeed. That is not merely a cleaner, healthier, more secure world for all. Handled correctly, our fight against global warming could set the stage for an eco-friendly transformation of the global economy - one that spurs growth and development rather than crimps it, as many nations fear.

We have witnessed three economic transformations in the past century. First came the Industrial Revolution, then the technology revolution, then our modern era of globalization. We stand at the threshold of another great change: the age of green economics.”

UN Secretary General, Ban Ki-moon  
3 Dec 2007, Washington Post

## **Environmental financing: A UNDP perspective.**

### **1. The need for a paradigm shift.**

#### **Evolution of Environmental Financing.**

In the past, comprehensive environmental management has often been seen as a priority of the international donor community. Developing countries rightly claimed that development was the first priority and that during this process part of the protection of the environment should be paid for by the international community.

This perception has changed greatly over recent years. Few will now doubt that a healthy environment is key for socio-economic development, and that environmental degradation can undermine and even reverse economic benefits. The current climate change debate is a good illustration of this strong awareness that sound environmental management is a condition sine qua non sustained economic growth is not possible. Many developing countries have made great strides in incorporating environmental management in their daily activities. These efforts should be supported and augmented.

Environmental financing can no longer be seen as a donor supported activity but must become part and parcel of national budgets and international financing.

#### **Domestic resource mobilization.**

Developed countries spend between 3% and 5 % of their GNP on environmental management. In many developing countries this percentage is less than 1%.

Moving from 1% to 3% can not be done overnight, and a systematic process needs to be put in place that gradually, perhaps taking 10-15 years, will introduce the necessary institutional, regulatory, legal, and market based changes that will enable countries to cater for their own environment management needs.

The question is how should the international community help countries achieve this transition?

#### **From pilot projects to supporting redirecting environmental financing.**

ODA funds in the past have often been used to help countries address their most urgent environmental needs. While this must continue, additional resources need to be made available to help countries further the transition from donor dependent environmental financing to environmental financing that is part of the national and local budgets.

New and additional ODA funds should be directed towards helping countries to access, integrate and sequence the different international environmental funding sources to redirect domestic (public and private) and international (IFI and private) funding towards sustainable investments.



The time for this paradigm shift is now for two reasons:

- We have the knowledge, the tools and the experience.
- The emerging climate change financing offers a unique opportunity to make this shift.

## 2. How to make the paradigm shift at the national level?

Five critical steps are needed to make the paradigm shift at the national level.

- **Step 1: Comprehensive review:** National reviews of all environmental flows are needed, for incomes and expenditures, and covering domestic and international financing, from both public and private sources. The methodology to carry out such comprehensive review in an inclusive manner exists, has been tested and can be applied.

- **Step 2: Realistic, long term planning.** Based on the review and the available environmental finance toolbox, comprising more than 360 tools, from taxes and subsidies to municipal bonds and public private partnerships, realistic, doable plans need to be developed to set in place the institutional, regulatory and market based changes that are needed to move over time to sustainable domestic financing. Quick wins should be identified to provide the political support for the changes.

- **Step 3: Well considered investment plans,** that helps countries move forward towards long term sustainability and the achievement of the MDGs. All too often, the investment decisions are divorced from the strategic planning decision and they are governed by different processes and interests. A much closer relationship is needed between sustainable development planning and investments, including foreign direct investment, trade, technology choices etc.

- **Step 4: Sound pre-investment studies and project pipelining:** To move towards sustainability, alternative solutions need to be considered prior to making the investment decisions, particularly in light of the challenge to address climate change. Business as usual might provide the quickest short term returns on investments but might not represent the most sustainable solutions or longer term benefits. More effort needs to be devoted to assess and implement alternative investment solutions that serve the double dividend: economic growth and poverty reduction.

- **Step 5: Redirect international development aid** to support countries to make this paradigm shift. Considering the plethora of development demands, many countries do not have the resources to initiate, let alone to institutionalize, this paradigm shift. While not overly expensive, new and additional resources are needed to assist countries. The UN is uniquely positioned to deliver this support, but this will require a shift in the way the UN conducts its business.

## 3. What needs to be done at the international level?

Five concomitant actions are proposed.

- **Action 1: Move to a continuum in service delivery: from policy planning and capacity development to investments and their evaluation.** The need to integrate all environmental finance sources and align it with development goals at the national level, should be mimicked at the international level This is currently not the case. For example, the UN assists countries to develop UNDAF's, the GEF provides grant funding for global benefits, and the IFIs support investment based on their criteria. Under Monique Barbut's leadership a closer cooperation between the GEF and the UN supported programmes at the national level is emerging. This closer cooperation and integration of all development support, from policy setting to investments, should receive priority attention, particularly at the national level, and in the emerging response to climate change.
- **Action 2: A new compact between the IFIs and the United Nations.** The current agreement on how the UN works with the World Bank stems from 1946. Surely there are compelling reasons to review this agreement. The UN is the only global system where all countries, donors and beneficiaries sit around the table as equal members. A privileged positioning and role that many financial institutions do not enjoy. Combining the development expertise of the UN with the investment expertise of the IFIs might result in a quantum leap forward in achieving the MDGs.
- **Action 3: A coherent delivery of environmental finance and investment support by all international development agencies, IFI, UN, bilateral donors, the NGOs and private sector.** Currently great strides are being made to improve the capacity of the UN to deliver as one. This initiative should urgently be expanded to involve the financial mechanisms. Efforts with the GEF are underway. These efforts need to be expanded to the IFIs, the traditional donor community and the new emerging donors. It is not a rational way to pursue development by divorcing planning and capacity development, from major financial flows and investments. The UNDG system at the national level could be expanded to incorporate all major financial actors, so as to provide an integrated response to the country priority needs, conform the Paris declaration on aid effectiveness.
- **Action 4: A strengthened system of international environmental finance support at the national and regional level.** The current capacity of the UN to implement the suggested comprehensive and integrated financial support to countries is rather limited. The knowledge and expertise, in my assessment, certainly exist in UNDP, but the "boots on the ground" to deliver it is just not there. The demand is great; the supply site is stretched to a maximum.
- **Action 5. A watchdog function.** To keep us honest and to provide guidance to public and private sector investors, a watchdog body, along the lines of Transparency International might need to be set up. We need to know where the major flow of finance is going and if it is directed towards sustainability and less carbon intensive development paths. We need to keep ourselves accountable and honest and review our actions to ensure the sustainability of this wonderful planet Earth

#### **4. A personal reflection**

I dare to say at this brainstorming session that we have the knowledge, tools and expertise to make major inroads into developing in the next couple of years a

sustainable environmental finance regime, at the national, regional and global level. The climate change challenge offers us the opportunity to do it. The cost to set up such a regime is modest compared with the costs that will be incurred if we continue to lack such an improved environment finance management system by 2020.

UNDP, as part of a cohesive UN wide response to the climate change challenge and in full cooperation with other UN agencies, is preparing itself to respond in a pro-active and coherent manner to these emerging opportunities and to position itself as the development agency that promotes, supports, catalyses and coordinates the establishment of long-term sustainable environmental financing practices at the national and local level. To be successful, the extensive expertise from different parts of the UN system needs to be called in. For example the FAO expertise with the FAO Investment Centre and forest and land management, the UNIDO technological expertise, the UNEP work on developing alternative technological and financial approaches.

UNDP can be the trusted and needed partner of national and local governments to help governments: (1) put long term sustainable environmental finance mechanisms in place, (2) decide on long term sustainable investments, amongst others through providing governments with (a) sustainable alternatives to b-a-u, (b) conducting pre-investment studies, (3) developing project pipelines for private sector implementation; and (4) providing governments with the necessary tools, expert networks and capacity to make sustainable choices. This, I believe, is what is needed to help countries access, integrate and sequence international environment financing in line with the Paris Declaration on aid effectiveness.

Thank you.

**Check upon delivery**



# **Global Environment Facility**

## **GEF: Partnering To Meet Climate Change Challenges**

**Monique Barbut**

**Chief Executive Officer and Chairperson**

**Remarks before UN Ambassadors**

**UN Headquarters**

**New York, NY**

**March 17, 2008**

Excellencies, ladies and gentlemen,

Thank you for this opportunity to meet with you and exchange views on the role and accomplishments of the Global Environment Facility.

The Global Environment Facility was created by your countries to be the financial mechanism that would deal with the additional cost of incorporating global benefits to traditional development. It is unique because it works as a partnership and a bridge between agencies in the UN system, the development banks and bilateral donors. Its mandate covers six focal areas: climate change, biodiversity, land degradation, international waters, persistent organic chemicals and the ozone layer.

Additionally, the GEF is the recognized financial mechanism of the major multilateral environment agreements. We follow the instructions we receive from the conferences of the parties of each Convention and we help developing countries fulfill their obligations under those conventions.

At last year's climate change conference in Bali, the United Nations Framework Convention on Climate Change (UNFCCC) entrusted the GEF Secretariat with running the Adaptation Fund – a key initiative that has the potential to transform the way in which we finance environmental projects. While mitigation is the focus of many environmental efforts, the GEF has long believed that adaptation is vital - for example, investing in crop insurance and “weather proofing” infrastructure. In fact the Adaptation Fund Board will hold its first meeting in Bonn on March 26 to 28 and we expect projects to begin before the end of the year.

It is important for you to know that over the past two years we have implemented sweeping reforms to how the GEF does business building upon five key elements: strategy, innovation, equity, accessibility and focus. Let me touch briefly on each one.

**On strategy**, the GEF Council refined the priorities for each focal area emphasizing selectivity and integration across those focal areas. This programmatic approach allows us to ensure that the money we invest can be leveraged and that the work developed with GEF funds can be scaled up and replicated, with a more robust outcome than simply working project by project. For example, we have begun a new program with countries in the Pacific islands centered on adaptation to climate change. In Africa, the focus is on sustainable land management and climate change. Further, the global tropical forest program that covers the Amazon, the Congo basin and Borneo/Papua New Guinea will be critical in that it addresses carbon sinks, biodiversity and land management plus the valuation of ecosystem services.

**On innovation** the GEF is providing seed money to finance imaginative and entrepreneurial efforts and technologies for which there is no market base today, but that will eventually become the order of the day. In this sense we support the Development Marketplace project with other donors where last year projects were presented on providing electricity to Africa where there is none. This year the theme is agriculture. We are also offering prize money that will be the incentive for new ideas.

**On equity** the GEF is striving to ensure that the countries most in danger from environmental impact can achieve concrete results for the global environment as well as for sustainable development.

**On accessibility** the GEF has striven to reach out to its member countries so that it is better understood. We have a strong external relations team with country officers that are constantly in touch national with focal points and NGOs to advise, support and answer questions. The post of Conflict Resolution Commissioner has been created to help address difficulties in the system. We hold regular meetings at the sub regional and constituency levels to train and inform national officials. We help countries organize National Dialogue Initiatives that bring all the stakeholders together to identify national priorities and plans of action.

**On focus**, we draw on each partner's comparative advantage. It may interest you to know that as part of our work with the agencies that implement GEF projects we have a document that describes the comparative advantages of these agencies --this may be useful for your work too. We have redesigned the project cycle so that proposals can get through the system quickly and effectively.

Let me give you some concrete examples of what I mean:

By streamlining the processing time and reducing paperwork, the new project cycle gives us a far more transparent and efficient approval process with a 22 months elapse time from concept approval to start of implementation.

We are also enforcing a "10-day service standard" for reviewing/processing any documents that are submitted to the GEF. During our last replenishment cycle (GEF-4) has responded to more than 400 formal project submissions; 70% of these responses have been sent within 10 business days and 94% have been sent within 20 business days from receipt.

There is still room to improve and we will keep working on this. But we are also delivering results now.

Ladies and gentlemen,

Along with the reforms I have just cited, let me quote a few numbers that help tell our story: Over the 15 years of its existence the GEF has invested just over 7 billion dollars and generated co-financing for some 30 billion dollars. That is an average rate of just over 4 to 1. In fiscal year 2007, GEF investments in climate change projects totaled \$310.11 million with an additional \$3.34 billion in co-financing; for biodiversity, GEF investments in 2007 were \$199.76 million (19% of total); with co-financing at \$831.25 million.

It is even more interesting to look at this in terms of what GEF money has already generated globally: We have

**Preserved** 360 million hectares spanning 1,600 protected areas; and,

**Worked** with over 130 countries to educate and expand public awareness of how to address climate change at the local level.

Those are just two examples. We also have a lot of success stories at the national and regional level. These include:

**Creating jobs** in and around Cape Town by training national park staff and the unemployed to combat invasive species, which threaten one of the world's six floral kingdoms, located on the Cape Peninsula. The area harbors more than 9,000 plant species, 70 percent of which are found nowhere else.

**Restoring degraded wetlands** in Romania which resulted in the removal of an estimated 55 tons of phosphorus, 1200 tons of nitrogen, and 40,000 tons of sediment from the Danube River before it enters the Black Sea.

There is a lot of good news. But there is no dispute that our global resources need to keep growing; there is a pressing need to generate more concessional funding to transfer clean technologies into developing countries now and not later.

However, what is counterproductive is to have multiple funds with the same mission.

Having funds with similar objectives, but with different procedures and governance structures, can only mean a multiplicity of rules and regulations that are often contradictory. We run the risk of Balkanizing funding, which, in the end, limits and slows down access to resources needed by the world's most vulnerable. The imperative is



better coordination of international initiatives and a global governance system to manage one of the most precious public goods. We need to build a financing framework to face environmental challenges based on various actors' comparative advantages.

I assure you that we will continue to work collaboratively to create measurable progress against climate change. This is no longer simply the territory of environmental NGOs; we all belong to this movement. International development agencies, NGOs, governments, think tanks - and we as hopeful, well-intentioned citizens of the world – all have an important role to play.

The private sector also will have a key voice in how successful we can be to meet the climate change challenge. Together we have to identify those opportunities that not only provide avenues for investment and profit, but which also deliver global environmental benefits.

Some of these opportunities are now not fully realized because of policy and institutional barriers. We still need more robust financial instruments to address short-term to medium-term market risks. This is where the public sector can play a role in partnering with the private sector. Traditional donor aid will not be enough, not given the magnitude involved which some experts peg as high as \$40 billion. Therefore, how we meet these looming challenges depends largely on how well the public and private sectors can work together to create innovative financial and policy solutions.

In the end of course we must galvanize the will of a wide range of stakeholders: development banks, private sector and civil society, but also UN agencies. With your help we will get the job done.

Thank you.



BC  
RC  
SC

UNEP/FAO/CHW/RC/POPS/JWG.2/18



**Basel Convention on the Control of  
Transboundary Movements of  
Hazardous Wastes and their Disposal**

Distr.: General  
8 January 2008



**Rotterdam Convention on the Prior  
Informed Consent Procedure for  
Certain Hazardous Chemicals and  
Pesticides in International Trade**

English only



**Stockholm Convention on Persistent  
Organic Pollutants**

Ad hoc joint working group on enhancing cooperation and  
coordination among the Basel, Rotterdam and Stockholm conventions  
Second meeting  
Vienna, 10–13 December 2007

**Report of the ad hoc joint working group on enhancing  
cooperation and coordination among the Basel, Rotterdam  
and Stockholm conventions on the work of its second meeting**

**Introduction**

1. The ad hoc joint working group on enhancing cooperation and coordination among the Basel, Rotterdam and Stockholm conventions was established pursuant to decision SC-2/15 of the Conference of the Parties to the Stockholm Convention on Persistent Organic Pollutants, decision RC-3/8 of the Conference of the Parties to the Rotterdam Convention on the Prior Informed Consent Procedure for Certain Hazardous Chemicals and Pesticides in International Trade and decision VIII/8 of the Conference of the Parties to the Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and their Disposal. The mandate of the group was to prepare joint recommendations on enhanced cooperation and coordination among the three conventions for submission to the conferences of the Parties of all three conventions.

2. The above-mentioned decisions provided for each of the conferences to nominate 15 members – three representatives of Parties from each of the five United Nations regions – to participate in the working group.

3. The working group held its first meeting in Helsinki, Finland, from 26 to 28 March 2007. At that meeting the group agreed on a non-exhaustive list of objectives and guiding principles to be applied in its future work.<sup>1</sup> It also agreed that activities to enhance cooperation and coordination fell into three broad categories: activities which were already under way; forward-looking activities to enhance further administrative and programmatic cooperation and coordination; and activities relating to decision-making and oversight.

4. The group was of the view that activities relating to decision-making and oversight might require more profound deliberations and decided to focus its work at its first and second meetings on forward-looking activities to enhance further administrative and programmatic cooperation and coordination. The group agreed on a list of national needs to be used to guide its work on those activities as well as a table setting out for each activity its final objective, the work that it would require

1 UNEP/FAO/CHW/RC/POPS/JWG.1/4, annex I.

and at what level, the person responsible for carrying it out and the time frame for its completion. It was agreed that both the list and the table, which were set out in annexes II and III, respectively, to the report of the group's first meeting,<sup>2</sup> were subject to revision. As indicated in that annex III, a number of members of the working group volunteered to act as lead countries for work on specific activities during the intersessional period and to present the results of that work in "thought starter" papers for consideration by the working group at its second meeting. The secretariats of the three conventions were also tasked with preparing a number of such papers.

## I. Opening of the meeting

5. The second meeting of the ad hoc joint working group on enhancing cooperation and coordination among the Basel, Rotterdam and Stockholm conventions was held at the Diplomatic Academy of Vienna in Vienna, Austria, from 10 to 13 December 2007. The meeting was declared open at 10.10 a.m. on Monday, 10 December 2007, by Ms. Kerstin Stendahl (Finland), co-chair of the working group, who introduced Mr. Reinhard Mang, Secretary General of the Ministry of Agriculture, Forestry, Environment and Water Management of Austria.

6. Mr. Mang, speaking on behalf of Mr. Josef Pröll, Minister for Agriculture, Forestry, Environment and Water Management, welcomed the meeting participants to Vienna and on behalf of his Government expressed official congratulations to Mr. Donald Cooper, Executive Secretary of the Stockholm Convention and Co-Executive Secretary of the Rotterdam Convention, Ms. Katharina Kummer Peiry, Executive Secretary of the Basel Convention, and Mr. Peter Kenmore, Co-Executive Secretary of the Rotterdam Convention, for having recently taken up their offices, saying that their participation in the current meeting would strongly signal their will to implement the three conventions in an effective and coordinated manner.

7. Citing figures to illustrate his point, he said that chemicals were vital to the world's economic and social well being but also posed serious risks to human health and the environment, both during use and once they became wastes. To ensure that chemicals contributed to sustainable development it was therefore necessary that they be effectively managed and, because chemicals were pervasive in all sectors, a concerted approach was vital. That had been recognized, he said, through the adoption of Agenda 21 at the Rio Summit in 1992 and in the Millennium Development Goals; the optimal approach to chemicals management was the life cycle approach, which took into account production, consumption and disposal. The adoption of the Basel, Rotterdam and Stockholm Conventions, as well as the Strategic Approach to International Chemicals Management, were steps toward implementing that approach and achieving effective chemicals management, and the joint working group had an important role to play in enhancing the effective implementation of the three conventions through the mobilization of synergies in the administration and implementation of the conventions and enabling their harmonized and effective implementation at the national level. Invoking the notion that "form follows function", he urged the group to be open-minded and practical and cautioned it against re-inventing the wheel, recalling that many existing organizations could contribute to the integrated implementation of the three conventions at the national and international levels.

8. Ms. Kummer Peiry, Mr. Cooper and Mr. Kenmore made opening statements. All three invited the members of the working group to call on them to provide any needed information during the current meeting.

9. Ms. Kummer Peiry also stressed the need to raise the profile of chemicals and hazardous waste issues on the international development agenda, noted that the Conference of the Parties to the Basel Convention at its ninth meeting would be the first Conference to consider the outcome of the working group's work, which would be important to the Conference's consideration of a number of matters going to the heart of the Convention and its governance structure, and highlighted various ways in which the secretariats of the three conventions had already enhanced cooperation and coordination in response to the working group's efforts to date.

10. Mr. Cooper said that the secretariats of the Stockholm and Rotterdam Conventions viewed the current effort to enhance synergies among the Basel, Rotterdam and Stockholm Conventions as inevitable and a natural extension of the synergies that had been mandated by the Parties to the Rotterdam and Stockholm Conventions, which utilized many of the same administrative services and shared regional centres and technical activities. He said he looked forward to seeing how the efforts of the working group evolved into decisions and also to how the secretariats of the Rotterdam and

---

2 UNEP/FAO/CHW/RC/POPS/JWG.1/4, annexes II and III.

Stockholm Conventions could take the working group's recommendations and incorporate them into their existing cooperation and coordination efforts.

11. Mr. Kenmore said that the Rotterdam Convention was unique in having a shared secretariat jointly administered by UNEP and the Food and Agriculture Organization of the United Nations (FAO), which he said had been intended as a means of achieving synergies by bringing to bear the expertise of FAO on pesticides and that of UNEP on other chemicals. He also briefly described the work of the FAO regional plant protection officers and its links to the Convention and invited the working group to hold its third meeting at FAO headquarters in Rome.

12. The representative of Slovenia, joined by others, thanked the Government of Austria for hosting the current meeting.

## **II. Organizational matters**

### **A. Officers**

13. The following officers elected by the joint working group at its first meeting continued to serve as co-chairs during the current meeting:

Mr. Osvaldo Álvarez-Pérez (Chile);

Mr. Yue Ruisheng (China);

Ms. Stendahl.

14. As agreed at the working group's first meeting, the co-chairs jointly performed the functions of a rapporteur.

### **B. Adoption of the agenda**

15. The joint working group adopted the agenda set out below, on the basis of the provisional agenda which had been circulated as document UNEP/FAO/CHW/RC/POPS/JWG.2/1:

1. Opening of the meeting.
2. Organizational matters:
  - (a) Election of officers;
  - (b) Adoption of the agenda;
  - (c) Organization of work.
3. Consideration of the intersessional work undertaken by the members of the ad hoc joint working group and by the Secretariats of the Basel, Rotterdam and Stockholm conventions.
4. Preparation of joint recommendations on enhancing cooperation and coordination among the Basel, Rotterdam and Stockholm conventions.
5. Venue and date of the third meeting of the ad hoc joint working group.
6. Other matters.
7. Adoption of the report.
8. Closure of the meeting.

### **C. Organization of work**

16. In carrying out its work at the current meeting, the joint working group had before it working and information documents pertaining to the items on the meeting agenda, including the thought starter papers prepared by members and the secretariats during the intersessional period. Those documents had been made available on the website of the ad hoc joint working group (<http://ahjwg.chem.unep.ch>).

17. The working group agreed that it would focus its work on the subjects discussed in the thought starter papers. It also agreed that the lead for the preparation of each paper would make a presentation on the subject of the paper; that the working group would then have a preliminary discussion on that



subject before committing it for more detailed consideration by a contact group; and that it would then consider the outcome of the contact group's deliberations and complete its consideration of the subject.

18. The group also agreed that the goal of the contact groups would be to agree on proposed elements for draft recommendations to be made to the conferences of the Parties to the Basel, Rotterdam and Stockholm conventions; that in doing so the contact groups should consider proposals against the criterion of what measures would facilitate the joint implementation of the three conventions at the national level; and that they would report the results of their deliberations in a standardized format using an agreed template proposed by the co-chairs, highlighting the proposed elements for draft recommendations and the rationales for those elements.

19. The working group further agreed that in the period between the current meeting and its third meeting the co-chairs of the group would use the elements and rationales prepared by the contact groups to prepare for the working group's consideration at its third meeting a document containing draft recommendations to the conferences of the Parties to the three conventions, taking into account any amendments to the elements and rationales and any comments made by members of the group during its consideration of them at the current meeting, as well as any written comments submitted by members of the group and others by an agreed deadline. A schedule for the completion of intersessional work for the third meeting of the ad joint working group is set out in annex II to the present report.

20. It was also agreed, in accordance with a recommendation by the co-chairs, that the working group would consider the thought starter papers and the issues raised therein in four groups, clustered according to four themes, and that one contact group would consider each theme and its associated thought starter papers. The four themes and the papers considered by the working group under each are set out in the following table.

Theme	Thought starter papers
Organizational issues in the field	UNEP/FAO/CHW/RC/POPS/JWG.2/2 and Add.1 (Coordination at the national level) UNEP/FAO/CHW/RC/POPS/JWG.2/4 (Coordinated use of regional offices and centres) UNEP/FAO/CHW/RC/POPS/JWG.2/5 (Programme coordination in the field)
Technical substantive issues	UNEP/FAO/CHW/RC/POPS/JWG.2/6 (National reporting) UNEP/FAO/CHW/RC/POPS/JWG.2/7 (Potential for cooperation on compliance) UNEP/FAO/CHW/RC/POPS/JWG.2/9 (Experiences of the Basel Convention in the development of a compliance mechanism) UNEP/FAO/CHW/RC/POPS/JWG.2/17 (Potential for cooperation on compliance)
Information management and public awareness issues	UNEP/FAO/CHW/RC/POPS/JWG.2/3 (Joint outreach and public awareness) UNEP/FAO/CHW/RC/POPS/JWG.2/10 (Information sharing among technical and scientific panels) UNEP/FAO/CHW/RC/POPS/JWG.2/11 (Pooling information on health and environmental impacts/clearing-house mechanisms) UNEP/FAO/CHW/RC/POPS/JWG.2/15 (Joint input into other resources)
Administrative issues	UNEP/FAO/CHW/RC/POPS/JWG.2/12 (Financial management and audit functions) UNEP/FAO/CHW/RC/POPS/JWG.2/13 (Back-to-back meetings)

21. One member suggested the possible addition of a fifth theme to deal with programmatic cooperation with regard to the policy development of the conventions. It was agreed, however, that members would make any comments they had on that topic during the discussions on each of the four themes above. The working group also heard a presentation from the representative of Switzerland on an information document that his Government had prepared together with Nigeria on a proposal for joint managerial functions for the Basel, Rotterdam and Stockholm Conventions, including a single head of the secretariats of all three conventions (UNEP/FAO/CHW/RC/POPS/JWG.2/INF/8). The

working group agreed that it would consider the document at its third meeting, for which it would be made available in the form of a thought starter paper.

22. The contact group on organizational issues in the field was chaired by Ms. Johanne Forest (Canada) and Ms. Jacqueline Alvarez (Uruguay); that on technical substantive issues by Mr. Lee Eeles (Australia) and Mr. Mohammed Khashashneh (Jordan); that on information management and public awareness issues by Ms. Cosima Hufner (Austria); and that on administrative issues by Mr. Jolyon Thomson (United Kingdom of Great Britain and Northern Ireland) and Mr. Álvarez-Pérez.

#### **D. Attendance**

23. Representatives of the following Parties to the Basel Convention participated in the meeting: Argentina, Australia, Bhutan, China, Costa Rica, Côte d'Ivoire, Croatia, Egypt, France, Jamaica, Kenya, Norway and Pakistan.

24. Representatives of the following Parties to the Rotterdam Convention participated in the meeting: Armenia, Czech Republic, Dominican Republic, Finland, Japan, Jordan, Mauritania, Mexico, Republic of Korea, Slovenia, Switzerland, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania and Uruguay.

25. Representatives of the following Parties to the Stockholm Convention participated in the meeting: Austria, Brazil, Canada, Chile, Ecuador, Germany, India, Islamic Republic of Iran, Republic of Moldova, Romania and Sri Lanka.

26. The representatives of Slovakia and the Russian Federation, who had been nominated by the Conference of the Parties to the Basel Convention to participate in the meeting, the representative of South Africa, who had been nominated by the Conference of the Parties to the Rotterdam Convention, and the representatives of Ethiopia, Morocco and Nigeria, who had been nominated by the Conference of the Parties to the Stockholm Convention, were unable to attend. The Conference of the Parties to the Stockholm Convention had not nominated a third member from Eastern Europe.

27. Ms. Claudia Fenerol, Senior Programme Officer (Resource Mobilization and Partnerships) for the Basel Convention Secretariat, was invited to participate in the meeting as a resource person with respect to resource mobilization.

28. A complete list of participants is provided in document UNEP/FAO/CHW/RC/POPS/JWG.2/INF/12.

### **III. Consideration of the intersessional work undertaken by the members of the ad hoc joint working group and by the Secretariats of the Basel, Rotterdam and Stockholm conventions**

#### **IV. Preparation of joint recommendations on enhancing cooperation and coordination among the Basel, Rotterdam and Stockholm conventions**

29. The working group considered agenda items 3 and 4 together. The members of the group welcomed the thought starter papers and agreed that they provided a good basis for the group's deliberations. It was noted that the papers were intended as a starting point only and some members identified certain areas in which they felt that the group should consider additional information not presented in the papers.

##### **A. Organizational issues in the field**

###### **1. Coordination at the national level**

30. In the discussion following the presentation by the lead author of the thought starter paper there was broad agreement that improved national coordination was necessary to facilitate effective implementation of the three conventions. It was also recognized that coordination could not be imposed from the outside and that countries needed flexibility to determine their own national coordination systems, both out of a concern for sovereignty and in recognition of the fact that countries themselves were best placed to judge which mechanisms best served their particular needs. Many members of the group said that it would be useful to consider additional examples of existing national coordination

systems, in particular from developing countries. It was further suggested that the recommendations to the conferences of the Parties might refer to existing national coordination mechanisms that could serve as models for other countries. Several members suggested that the national ozone units established and funded by the Multilateral Fund for the Implementation of the Montreal Protocol should be examined for the lessons they might provide on national coordination.

## 2. Programmatic cooperation in the field

31. There was general agreement that programmatic cooperation was important and that it should result in improved implementation of each of the conventions at the national level. It was also agreed that it should be country driven, but many members noted the need to avoid overburdening developing countries. In that context it was suggested that an examination of what the secretariats could do to further assist countries to improve implementation might be useful, although it was also noted that the secretariats had limited resources. A few members emphasized the need to develop projects that could be undertaken jointly, such as projects on education and training. Some members said it was not entirely clear what programmatic cooperation in the field entailed and that it was necessary to examine further how it related to cooperation at the international level; one suggested that it should encompass coordinated implementation of individual projects that pertained to all three conventions. It was agreed that the working group's recommendations to the conferences of the Parties to the three conventions should also address programmatic cooperation on policy development among the conventions.

## 3. Coordinated use of regional offices and centres

32. Following the presentation by the lead author of the thought starter paper on the issue, a representative of the Basel Convention secretariat provided an update on the status of the Basel Convention regional and coordinating centres, noting that six of those centres (in China, El Salvador, the Islamic Republic of Iran, the Russian Federation, Senegal and Uruguay) had applied to be regional centres of the Stockholm Convention, along with two other institutions. A representative of the Stockholm Convention noted that a total of eight institutions (three Basel Convention centres and five other institutions) had been nominated to be Stockholm Convention regional centres (located in Brazil, China, the Czech Republic, the Islamic Republic of Iran, Kuwait, Mexico, Panama and Uruguay), while others had expressed interest but had not yet been officially nominated.

33. In the ensuing discussion, it was generally agreed that common regional centres for the Basel, Rotterdam and Stockholm Conventions had the potential to confer substantial benefits. Some members also said that there was a need to assist in strengthening the regional centres as already available delivery mechanisms which could fulfil their functions more synergistically. It was noted, however, that such centres should be established if they served to enhance national implementation of the three conventions. Several members said that while the Basel Convention regional centres might be suitable as regional centres for the three conventions, there were potential problems, including a lack of dependable funding for those centres and differences among the mandates of the regional and coordinating centres under the Basel Convention and the regional centres under the Stockholm Convention. Caution was also urged in the light of the review of the Basel Convention centres currently under way, the cost implications and the resulting increased workload for the Basel Convention secretariat. A few members suggested that the United Nations Industrial Development Organization's cleaner production centres, which were currently expanding their mandate to deal with additional issues such as risk reduction, risk assessment and technology transfer, could be used as centres for the three conventions. Further information was sought on those centres, including by one member who said that he would like such information before expressing his opinion about the desirability of nominating them as regional centres. It was noted in that regard that they were national centres and could work with umbrella regional centres. Several members suggested that a coordinating centre could be established to service the three conventions, as well as the Strategic Approach to International Chemicals Management (SAICM). One member suggested the establishment of a "virtual" coordinating centre functioning via the Internet to provide guidance to Parties on which existing centre might best serve their needs. It was further suggested that a list of existing regional centres, outlining their capacities and activities, be developed.

34. A representative of the Basel Convention secretariat reported on the process under way for the review of the operation of that convention's regional and coordinating centres. She noted that the first draft report on the review would be posted on the Basel Convention website by 15 December 2007. Comments on the report were requested, which, she pointed out, presented an immediate opportunity for synergies.



## B. Technical substantive issues

### 1. National reporting

35. It was suggested that while there were differences in the requirements for reporting under the Basel and Stockholm Conventions (and no reporting requirement under the Rotterdam Convention), as outlined in the thought starter paper, there might nevertheless be important advantages to be gained from some form of coordinated reporting. It was noted too in that context that reporting under the two conventions was complex and cumbersome and that efforts to enhance coordination might therefore entail a measure of learning by doing. Several members suggested that while there was little or no overlap in the kind of information to be reported under the conventions it might nevertheless be possible to achieve synergies with regard to reporting procedures. One member said that some countries were not in compliance with their reporting obligations under both the Basel and Stockholm Conventions, which suggested that a coordinated approach might be beneficial. He noted too the need to apply to each convention lessons drawn from the other. Another member suggested that one long-term goal might be the elaboration of a single reporting form to be used for both conventions as well as for other processes such as SAICM. Another suggested the establishment of a clearing-house mechanism to make available all reports under the two conventions on a single website. Several members noted the need for capacity-building in the area of reporting and suggested that it might be a fruitful area for a coordinated approach. One member noted the potential for conflicting reporting by a single country regarding a given chemical under the reporting regimes for the two conventions and said that the working group should include in its recommendations a call for countries to involve all national focal points in their reporting processes, as well as the establishment of coordinated reporting cycles for both conventions. Several members said that the thought starter paper showed that there were limited opportunities for achieving synergies with respect to reporting, but it was noted that the secretariats of the conventions were already sharing information and lessons learned; one member said the group's recommendation should call for the secretariats to continue that practice.

### 2. Potential for cooperation on compliance

### 3. Experiences of the Basel Convention in the development of a compliance mechanism

36. In the discussion on compliance issues it was noted that negotiations on the establishment of non-compliance mechanisms were under way in the Rotterdam and Stockholm Conventions and that both bodies had taken advantage of lessons learned from experience with the mechanism under the Basel Convention. One member suggested that the views of the working group on, for example, the desirability of having a single committee for the three conventions be made available as an aid to the discussions under the Rotterdam and Stockholm Conventions. One said that a joint compliance committee was perhaps a long-term option. Another said that such a committee could not be envisaged. Another said that the scope for coordinated activities on compliance overall was very limited. Another said that the fact that only one of the three Conventions had a compliance mechanism in place created opportunities for achieving synergies in establishing those of the other two conventions, especially with regard to capacity for reporting and how assistance could be provided to countries in non-compliance. One member suggested exploring the establishment of a common secretariat serving the compliance committees of all three conventions, with meetings of the committees held back to back. Another said that as there were underlying causes of non-compliance common to all three conventions, such as a lack of capacity and financial resources, it was logical to take a broad approach to compliance that encompassed all three conventions and to seek coordination and cooperation. Another, noting similarities in the obligations under the Stockholm and Basel Conventions, suggested that there should be one compliance committee for those two conventions and a separate one for the Rotterdam Convention. It was also suggested that the secretariat of the Montreal Protocol be requested to provide a paper for the next meeting of the working group on the experience of the Protocol's Implementation Committee. Several members were cautious about the prospects for synergies with regard to compliance.

## C. Information management and public awareness issues

### 1. Joint outreach and public awareness

37. Several members noted with approval the existing joint activities by the secretariats of the three conventions in the areas of outreach and public awareness; it was suggested by some members that the group's recommendations could include a request from the conferences of the Parties that such activities



be strengthened and that they be extended to include activities with the SAJCM secretariat. It was also suggested that the recipients of outreach actions should be clearly defined and that further joint outreach could be achieved by publishing a single newsletter for all three conventions.

38. Responding to questions, a representative of the secretariat said that the impact of outreach and awareness raising by the Basel Convention secretariat was currently measured primarily by the number of times people accessed the Basel Convention website and the number of requests for information received by the Secretariat. Regarding efforts to enhance activities in the area, she noted that a pamphlet describing the Basel, Rotterdam and Stockholm Conventions had been prepared by the Rotterdam Convention Secretariat and that provision for the development of indicators to determine the impact of outreach and public awareness was being made in the Basel Convention's budget for the next biennium. One member reported on a regional workshop that had been held for East Asian countries on chemicals information sharing at the regional level and the establishment of a related website; she suggested that they could serve as models that might assist other regions and inform the working group's efforts and said that copies of a related CD and pamphlet were available for the members.

## **2. Information sharing among technical and scientific panels**

39. Several members said that information available to the technical and scientific panels of the conventions should be made available on the internet, perhaps on a shared website. One member suggested that the thought starter, while very useful, should not have limited its analysis to the Stockholm Convention's Persistent Organic Pollutants Review Committee and the Rotterdam Convention's Chemical Review Committee. He suggested that the working group take a broader approach and compare all the technical and scientific bodies under all three conventions. There was both support and opposition for the proposal in the thought starter for annual joint meetings of the secretariats and chairs of the Chemical Review Committee and the Persistent Organic Pollutants Review Committee. Those in opposition felt that the two committees did not have enough in common and that such meetings would not be appropriate from the point of view of ensuring full transparency. Others supported such meetings, especially when the two committees were both considering the same substance. Another member said that both committees had been subjected to similar pressures from outside not to adhere to a technical and scientific approach but to respond also to political considerations; he said that a coordinated approach to addressing such pressures would be beneficial.

## **3. Pooling information on health and environmental impacts/clearing house mechanisms**

40. It was generally agreed that in accordance with paragraph 9 of article 4 of the Rotterdam Convention information on human health and safety should not be treated as confidential. One member said that information related to serious incidents prejudicial to health should be included among the information to be taken into account. It was suggested that access to information could be facilitated by having a single common website with links to the websites of the three conventions or a single portal of entry to those websites. A single entry portal could inform users where common information could be found and how to find information specific to each convention. It would also be visible and serve well to promote the issues covered by the conventions to the public in general. Several members referred to the Stockholm Convention's clearing-house mechanism and said that the potential for synergies should be explored.

## **4. Joint input into other processes**

41. Several members agreed that joint input into other processes could be recommended, with one arguing that a single representative speaking for all three conventions would have a greater voice than three representatives acting separately. It was noted, however, that each convention had particularities that would have to be taken into account in the fashioning of common positions.

## **D. Administrative issues**

### **1. Back-to-back meetings**

42. A number of members said that the thought starter paper provided a good starting point for the working group's discussions. It was also noted that the issue would need to be considered in conjunction with the other issues being discussed by the working group.

43. One speaker said that while back-to-back meetings might yield cost savings they would put undue pressure on the secretariats to the three conventions and meeting delegates. Her Government therefore felt that the current model was appropriate. Others echoed the view that the current practice was best. Others said that back-to-back meetings might be advantageous but that they supported a case-by-case approach.

44. Several members said that holding coordinated but separate meetings of the conferences of the Parties to the three conventions spaced out over the course of a year was the best option, while several others said that the current arrangement was preferable. Some members, however, expressed concern about the burdens that the other measures proposed in the thought starter paper might impose on small delegations and worried that simultaneous meetings of the conferences of the Parties would make national coordination difficult and deny Parties the time they needed to contemplate their positions. Some said it would also be difficult to ensure the presence of ministers at high-level segments of coordinated meetings. Others, however, said that such meetings would promote the participation of ministers in high-level segments.

45. One member argued that as the conventions were separate instruments the experience of other conventions and their protocols that held joint meetings was not relevant. He did, however, express support for considering the possibility of back-to-back meetings for the Rotterdam Convention's Chemical Review Committee and the Stockholm Convention's Persistent Organic Pollutants Review Committee, as well as for formalizing the secretariat and bureau meetings of the three conventions.

46. Another member said that holding joint meetings of the conventions' conferences might provide important benefits, including that such meetings would attract more ministerial level participants and raise the profile of the chemicals management agenda. It might therefore be good to hold such meetings from time to time, he said, and he suggested that the working group's recommendation on the issue invite the conferences of the Parties to consider doing so. He suggested that it might be opportune to hold a joint extraordinary one-day meeting back to back with the fourth meeting of the Parties of the Stockholm Convention, in 2009, to celebrate the twentieth anniversary of the Basel Convention.

47. Another member echoed the view that it might be beneficial for the conferences of the Parties to the conventions to have occasional back-to-back meetings but thought that the working group's recommendation should highlight the potential benefits of such meetings without being too prescriptive.

## 2. Resource mobilization

48. Recalling that it had not been possible to prepare a thought starter paper on resource mobilization for the current meeting owing to a lack of time, the co-chair introduced Ms. Fenerol, Senior Programme Officer (Resource Mobilization and Partnerships) with the Basel Convention secretariat, who had been invited to act as a resource person on resource mobilization, to make a presentation on the issue.

49. In the discussion following her presentation, there was extensive agreement on the need for a strong resource mobilization programme. A general concern was raised that the increasing need for resources to deal with the broadening chemicals agenda had not been matched by an increase in available resources, a trend that would only worsen as new initiatives to deal with chemicals management issues were undertaken. The need for new and additional funding was therefore stressed. Several members made the point that resources were needed for short- medium- and long-term activities to ensure steady attention to problems from the time they were identified to their final resolution; the budgets of the conventions, however, currently made no provision for long-term funding. Some members said that awareness raising on chemicals management at the national level was essential to influence political will to obtain additional resources.

50. Several members supported the establishment of a joint resource mobilization programme to serve the Basel, Rotterdam and Stockholm Conventions. It was noted in that regard that, while there were different approaches to securing funds for chemicals management activities, as the three conventions faced similar challenges in the areas of resource mobilization it made sense for them to pursue a united approach. Several members echoed Ms. Fenerol in saying that it would be more effective to seek funding through coordinated efforts than through uncoordinated approaches through which the three conventions might end up competing with one another for the same funds.

51. Attention was drawn to certain other principles of joint resource mobilization such as prioritization of funding to ensure long-term, stable and predictable resources to support sustainable programmes. It was also emphasized that it was generally more effective to seek funds for coherent and

relatively large programmes that offered the prospect of long-term impact than for smaller individual projects, which were often time limited. Pursuing a joint approach to resource mobilization for the three conventions could take advantage of this principle, it was suggested, including in the case of Global Environment Facility funding.

52. Some members suggested that the SAICM Quick Start Programme could be a source of funding for activities under the three conventions. The programme offered a clear vehicle for mobilizing resources but was time limited to five years, disbursed a maximum of \$250,000 and was restricted to enabling activities. Its usefulness was thus limited. One member suggested that a clear and integrated system based on the Quick Start Programme but broader in nature would avoid the problem of competitive funding efforts and might attract more donors. Some members suggested exploring a means of tapping into local government resources or securing a percentage of domestic industry profits. One said that assistance was necessary to establish mechanisms for obtaining funds from industry at the national level, observing that industry was often willing to support chemicals management but lacked mechanisms for making financial contributions. One member said that the convention secretariats or other stakeholders could investigate options for resource mobilization and that resources could be allocated to undertake such a study and to identify barriers to industry contributing to an environment fund.

### 3. Financial management and audit functions

53. One member said it was important to bear in mind always that the group's mandate was only to provide recommendations to the conferences of the Parties and that it would be up to the conferences to take any final decisions. That point, he said, should be made clear in the working group's final output. He stressed too, and others agreed, that it was necessary to remember that the conventions were separate and sovereign legal entities.

54. Many members said that it was good to have a clear indication that there was nothing in the financial rules or terms of reference of the conventions that would prohibit the greater coordination of their financial management and audit functions, including by unifying them in a single office serving all three conventions, or the merging of their budgets and trust funds.

55. It was agreed, however, that in line with the idea that form should follow function no changes should be made to current arrangements unless it was clear that they would confer a meaningful benefit. In that context a number of members stressed the need to proceed cautiously, bearing in mind the differing circumstances of the three conventions, and to be very clear about what the goals were. It was also suggested that the degree of coordination that might be required with respect to budget and financial management issues would depend on the extent of coordination elsewhere and that it would therefore be necessary to consider the matters holistically. Several said that in the light of that it might not be wise to agree on possible elements of recommendations at the current meeting and that it would be best to wait until recommendations under the other themes were agreed. One member noted that merging budget structures would increase transparency, strengthen internal audit procedures and allow for more comprehensive programming. He said that merging the budget periods was more complicated but still possible. Another member said that in-depth discussions on the issue might have to take place intersessionally as well as at the next meeting of the working group. One member said that while it might make sense to establish a joint financial office or to standardize various procedures, he thought that it would be difficult to agree to merging the budgets and trust funds of the three conventions, as doing so would impinge on their independence.

56. Several members said that greater coordination or consolidation of financial management and audit functions seemed more plausible than did the consolidation of the trust funds and budgets of the conventions and urged that particular care be taken in considering the latter possibility.

57. One member noted that some of the proposals outlined in the thought starter paper were in line with efforts under way to harmonize the budget formats of the three conventions. Another said that there had not been enough time to study the thought starter and that her Government would need additional time to do so, while another cautioned that any measures adopted should not increase the burden on developing countries. After the presentation of the information document on a single head for the Basel, Rotterdam and Stockholm Conventions (as noted in paragraph 21, above) one member suggested that instead of establishing such a single head another option could be to adopt a rotation scheme for the existing heads of the three conventions. The working group agreed to consider that option at its third meeting.



## E. Discussion of the outcome of the contact group deliberations

58. In accordance with the procedure agreed by the working group on the organization of its work at the current meeting, the working group discussed the conference room papers prepared by the contact groups on the four thematic areas outlined above. The working group agreed that the conference room papers, amended to reflect the working group's discussions at the current meeting, would be appended as annexes to the present report. The papers prepared by the contact groups, as so amended, are set out in a consolidated form in annex I to the present report.

59. During the group's discussion members of the group made specific suggestions for amending the contact group papers, in some cases providing text, as well as suggestions for the co-chairs of the working group to take into account in their preparation of draft recommendations from the working group to the conferences of the Parties to the Basel, Rotterdam and Stockholm Conventions to be considered by the working group at its third meeting. The comments in the first category are reflected in the contact group papers as they appear in annex I to the present report and those in the second were to be incorporated into the draft recommendations prepared by the co-chairs.

60. In addition there was discussion of several other issues.

61. There was considerable discussion of the working group's mandate and the scope of the recommendations that it could make to the conferences of the Parties. In the context of the paper prepared by the contact group on technical substantive issues, one member said that the working group's recommendations to the conferences of the Parties should not include any recommendations for consideration by the conferences pertaining to or contingent upon the conclusion of the negotiations under the Rotterdam and Stockholm Conventions on the establishment of non-compliance mechanisms for those conventions and that the group's recommendations should be limited to existing work on compliance. He also said that recommendation 1 of the same section, calling for greater coordination of the negotiations, was improper in that it was calculated to influence the negotiations. He likewise objected to recommending consideration of a possible single compliance mechanism for the Basel, Rotterdam and Stockholm Conventions, for the same reason. He later expanded on the point, saying that in general the group's work should not touch on any matter that, like the negotiations, was in some sense not complete.

62. The suggestion under recommendation 2 that the operations of the compliance mechanisms under the three conventions be reviewed after a period of years, he said, was in substance a suggestion to amend the Stockholm Convention, as that convention had a separate article calling for the establishment of a non-compliance mechanism, and was therefore beyond the working group's mandate.

63. He also asked that the present report reflect his concern that the paper prepared by the contact group on administrative issues gave disproportionate weight to the potential advantages of back-to-back meetings of the conferences of the Parties and presented the potential disadvantages in a way that did not adequately reflect the concerns of those who opposed or had reservations about such meetings.

64. Several other members expressed disagreement with the notion that the working group's freedom to make recommendations was circumscribed in the manner suggested by the speaker above. They agreed that it was necessary to be sensitive to the fact that negotiations on establishing compliance mechanisms were under way. They pointed out, however, that while the ultimate decisions would be taken by the conferences of the Parties, the working group's very mandate was to make recommendations to the conferences on possible ways to improve synergies. One noted that if the working group failed to make such recommendations the conferences would have nothing on which to decide; another that the negotiations themselves already entailed a considerable degree of coordination among the three conventions, with many countries party to the negotiations under both conventions and both taking into account the Basel Convention mechanism; and another that prohibiting the group from considering matters that were in some sense under development would render its work meaningless, as many important issues, such as resource mobilization, were in a more or less constant state of development.

65. One member, echoed by others, suggested that the first member's concerns might be allayed by revising the text on reviewing the compliance mechanisms to emphasize that the group's concern was with learning from experience rather than with imposing a requirement of periodic review. In a similar vein another suggested adding text to stress that the working group did not wish to interfere in the negotiations on the Rotterdam and Stockholm Convention compliance mechanisms or to prejudge their outcome. Another member said that the first member had correctly suggested that the proposals in the contact group's paper raised complex legal and technical questions. Those questions, he said, had

however been answered in the relevant thought starter paper, and he suggested that it be considered again at the working group's next meeting and perhaps forwarded to the conferences of the Parties together with the working group's final recommendations. He also suggested highlighting that the group was working on the basis of the current text of the three conventions and was not proposing that they be amended.

66. Another member suggested that the discussion outlined above revealed a concern with the working group's mandate and said that it was important that the members of the group have a common understanding on the question. At the suggestion of another member a copy of decision SC-2/15 of the Stockholm Convention Conference of the Parties was distributed, which the group agreed set out its mandate in substantially the same terms as did the corresponding decisions adopted by the conferences of the Parties to the Basel and Rotterdam Conventions. The members of the working group reviewed the decision, following which the co-chair observed that the mandate laid out there, which contained no express limitations, was quite broad and appeared to be consistent with the work and proposals that had been mooted thus far.

67. There was also some discussion on the possible need for more information and further work pertaining to financial matters. The working group accordingly requested the secretariats to explore for its next meeting options on external financing for national coordination and implementation mechanisms to achieve synergies among the Basel, Rotterdam and Stockholm Conventions, including cost considerations. During the discussion of the paper prepared by the contact group on administrative issues one member pointed out that to date the working group had not considered any authoritative information on whether the various proposals being discussed would achieve cost savings and noted that efforts to improve coordination and cooperation might in fact result in additional costs. He suggested that the working group should consider the issue further.

68. On the subject of financial management, a number of members said that it would be useful to have information explaining why the Basel Convention secretariat had more financial management staff than either the Rotterdam or the Stockholm Convention secretariat. One member, however, said that if information concerning financial management was to be provided it should relate to all three convention secretariats. The Executive Secretary of the Basel Convention explained that the difference was due in part to the fact that during the period in question the Rotterdam and Stockholm Conventions had not been fully staffed and had received some of their financial management services from UNEP. She also said that she could provide further information.

69. Another member suggested that it would be good to have additional information on how coordinated administrative arrangements might liberate financial resources for the implementation of the three conventions. The representative of Switzerland undertook to prepare a document for the consideration of the group at its third meeting on the basis of information that UNEP had been compiling in recent months.

## V. Venue and date of the third meeting of the ad hoc joint working group

70. The working group agreed to hold its third meeting at the headquarters of the Food and Agriculture Organization of the United Nations, in Rome, from 25 to 28 March 2008.

## VI. Other matters

### I. Resource persons

71. Under this item, the co-chairs asked for guidance from the group on the participation of resource persons at the working group's next meeting to provide information on questions that might arise during the meeting. Suggestions were made to invite representatives of UNEP, in particular UNEP Chemicals, whose participation one member said was essential, as well as a representative of FAO. It was pointed out that there was no money in the working group's budget to support the participation of resource persons and that any who did attend would therefore have to defray their own costs. It was agreed that the co-chairs, taking into account the guidance given by the group, would make the necessary arrangements for the attendance of relevant resource persons at the group's third meeting.

## 2. Additional information

72. The working group also agreed that it would be useful to have additional information from the secretariat of the Montreal Protocol on the operation of the Protocol's Implementation Committee and other issues. It was agreed that the secretariats, in consultation with the co-chairs, would undertake to arrange with the secretariat of the Protocol for the provision of such information. The Secretariats were also asked to seek information from the secretariat of the Convention on Biological Diversity on its experience with organizing back-to-back meetings and to provide a document setting out such information for the third meeting.

## 3. Transparency

73. The working group agreed that transparency with regard to its work was extremely important. It accordingly agreed that the report of the current meeting and the draft recommendations paper to be prepared by the co-chairs for consideration at the group's third meeting should be made freely available for review and comment by all stakeholders. The two documents would be posted on the group's website and letters announcing their availability would be sent to permanent missions, to focal points and to designated national authorities of the three conventions and others.

## VII. Adoption of the report

74. The ad hoc joint working group adopted the present report on the basis of the draft circulated, as amended and on the understanding that the co-chairs, working in consultation with the secretariats, would be entrusted with its finalization.

## VIII. Closure of the meeting

75. The meeting was declared closed by the co-chair at 6.15 p.m. on Thursday, 13 December 2007.

## Annex I

### Elements of joint recommendations on enhancing cooperation and coordination among the Basel, Rotterdam and Stockholm conventions

#### I. Organizational issues in the field

##### A. Coordination at the national level

The contact group agreed to request the Secretariats to explore further for the consideration of the working group at its third meeting options for financing for national coordination and implementation mechanisms for synergies among the Basel, Rotterdam and Stockholm conventions, considering, for example, experiences with financing of the Implementation Committee of the Montreal Protocol on Substances that Deplete the Ozone Layer.

The contact group also noted that Parties should be asked to provide examples of good practices during the intersessional period.

##### Recommendation 1

###### Rationale

- Need to strengthen national coordination for effective implementation of the three conventions.

###### Elements

- Broad support for the idea/concept of flexible national coordination mechanisms in the area of chemicals and hazardous wastes;
- Mindful of the Strategic Approach to International Chemicals Management and other relevant policy frameworks;
- Role of focal points/designated national authorities;
- Not to increase burden at national level, to build on existing structures.

##### Recommendation 2

###### Rationale

- Need to enhance cooperation and coordination at the national level in areas of particular benefit to improve implementation.

###### Elements

- Provide an inventory of good practices – need for additional models/examples/case studies from developing countries on national coordination mechanisms;
- The following areas for capacity-building and technical assistance of particular benefit for enhancing cooperation and coordination for the national implementation of the three conventions were identified:
  - Customs: combating illegal traffic/trade in hazardous chemicals and wastes;
  - Protection of human health and of the environment in case of accidents;
  - Information flow;
  - Transfer of know-how;



- Preparation of national positions for conference of the Parties and other meetings of convention bodies.

The conferences of the Parties should consider requesting the secretariats to collaborate on the elaboration of guidance and training in these areas.

## **B. Programmatic cooperation in the field**

The contact group noted that some delegations in plenary had advised that they had not had a chance to review the thought starter and could therefore only engage in preliminary discussions. The thought starter focused on national needs as the basis for joint programmatic cooperation at the national level. Several delegates identified the need to address better programmatic cooperation at the regional and international levels to respond to these national needs.

The contact group discussed some elements for recommendations to the conferences of the Parties but recognized that further intersessional work would be required in order adequately to address the regional and international response elements. It was agreed that participants should be invited to provide input and in doing so to focus on the identification of programmes and project areas that could benefit from joint development and implementation. The work on this item should also take into consideration discussions and outcomes on other areas that touch on programmatic cooperation and coordination.

### **Rationale**

- To better meet national needs for coherent implementation of the three conventions;
- To promote more coherent international and regional programmes to respond to those national needs and for delivery of coordinated capacity-building and technical assistance;
- To build and sustain foundational capacity in chemicals and wastes management.

### **Elements**

The contact group discussed elements in annex II of the report of the first meeting of the ad hoc joint working group (UNEP/FAO/CHW/RC/POPS/JWG.1/4) and agreed that further work on national needs identified in that annex could yield proposals for programmatic cooperation and coordination at the international, regional and national levels.

### **Cooperation on development and implementation of policies, strategies and work programmes**

- Better coordination among relevant United Nations and international bodies as well as multilateral environmental agreements;
- Better reflection of coordinated programmatic cooperation within United Nations United Nations common country assessments and United Nations development assistance frameworks;
- Programmatic cooperation on cross-cutting issues;
- Synergistic responses to country and regional demand;
- Combating illegal trade through, for example, the Green Customs initiative.

### **Examples of areas for programmatic cooperation at the national level**

- Integration of a package of sound chemicals and wastes management measures, using the life cycle approach, into national development strategies;
- National regulatory framework which promotes a life cycle approach, including for industrial chemicals;
- Monitoring and enforcement;
- Waste minimization and management;
- Best available techniques/best environmental practices; integrated pest and pesticide management;



- o Production facilities;
- o Consumption patterns;
- o Awareness raising.

### C. Coordinated use of regional offices, centres

The Basel and Stockholm Conventions provide for regional centres to build capacity and transfer technology. By coordinated use of centres, it would be possible to take a life cycle approach to these tasks and incorporate regional needs under the Rotterdam Convention and other aspects of chemical and wastes management, bearing in mind the existing and on-going work with other relevant multilateral environmental agreements and institutions.

The contact group recognized that increased coordination between regional centres as a means of strengthening and facilitating implementation across the three conventions would have to take into account the following factors: that selection of centres should be flexible and continue to be country and region driven; that the broadening of the mandates of centres may require adjustments to criteria or terms of reference to reflect a coordinating role for more than one convention; that the issue of sustainable financing of the operation of centres needs to be addressed; and that the results of the Basel Convention centres review will need to be considered in the final recommendations to the conferences of the Parties.

#### Recommendation 1

##### Rationale

- To strengthen and facilitate implementation of the three conventions through regionally relevant delivery of capacity-building and technology transfer;
- To increase coordination at the regional level in an efficient manner and promote a life cycle approach to chemicals and wastes management;
- To strengthen and enhance the use of existing centres by all stakeholders;
- To ensure the viability of regional centres.

##### Possible elements

- Conferences of the Parties, as well as Parties and other stakeholders in a region, should promote coordinated use of regional centres to strengthen the regional delivery of technical assistance under all three conventions;
- Have coordinating centres, subject to regional agreements, with responsibility for both chemicals and wastes management, that could coordinate activities in the regions, ensure delivery of the work in accordance with priorities and serve as an entry point for countries needing assistance or guidance on which centre in a region could provide assistance for a specific purpose;
- Undertake pilot projects on coordinated use of centres to gain experience;
- Further cooperation and coordination of the regional or subregional centres with other relevant institutions and centres to ensure complementarity of efforts and avoid duplication;
- Ensure the secretariats are familiar with the capacities and work programmes of all the regional centres;
- Promote communication by all regional centres interacting with the stakeholders of all three conventions;
- Strengthening centres for exercising a more synergistic approach as delivery mechanisms under the three conventions.

**Recommendation 2****Rationale**

- To strengthen and enhance the use of existing centres by all stakeholders;
- To promote economies of scale through joint projects;
- To attract more resources and funding through greater visibility and capacity to deliver a coordinated response.

**Possible elements**

- Improve the sustainability of operational financial resources of the regional centres;
- Remove structural barriers and build the capacity of coordinated centres to interact directly with the international donor system;
- Adopt a joint approach to developing and attracting finance and technical assistance for programmes delivered through the regional centres.

**II. Technical substantive issues****A. National reporting****Recommendation 1****Rationale**

- Allow better use of resources at the national level, recognizing the information technology (IT) implications;
- Allow Parties to have a comprehensive overview of the reporting process at the national level.

**Possible elements**

- Every 4 years, synchronize the procedure (e.g., timing) pursuant to which reports under the Basel and Stockholm Conventions are submitted together.

**Recommendation 2****Rationale**

- Facilitate national coordination;
- Identify priority areas for in-depth capacity-building under recommendation 3.

**Possible elements**

- Develop joint capacity-building activities, such as joint workshops, with the aim to assist Parties in fulfilling their reporting obligations under the Basel and Stockholm Conventions.

**Recommendation 3****Rationale**

- Allow Parties to address challenges faced in the implementation of the three conventions in order to assist Parties in fulfilling their reporting obligations under the Basel and Stockholm Conventions as well as the information exchange provisions under the Rotterdam Convention.

**Possible elements**

- Develop joint capacity-building activities addressing the issue of institutional strengthening to facilitate the collection and provision of data and information at the national level required in order to fulfil Parties' reporting obligations under the Basel and Stockholm Conventions (and possibly addressing the information exchange provisions under the Rotterdam Convention). This could include the development of national legislation, development of national databases and inventory and monitoring programmes.

**Recommendation 4**

**Rationale**

- Reduce reporting burden on Parties, recognizing that streamlining of reporting formats may be one option;
- Build on the experience gained from capacity-building activities and other relevant lessons learned.

**Possible elements**

- With a view to reducing the reporting burden on Parties in future consider streamlining the reporting formats under the Basel and Stockholm Conventions;

**B. Compliance/Non-compliance mechanisms**

The contact group recognized that negotiations and consultations are ongoing under the auspices of the Conferences of the Parties to the Rotterdam and Stockholm Conventions on compliance/non-compliance mechanisms. Accordingly, some recommendations put forward are for consideration of the three Conferences of the Parties at a later date, once or if decisions have been adopted by the Conferences of the Parties to the Rotterdam and Stockholm Conventions.

The contact group agreed to request the Secretariats to seek information from the Secretariat for the Montreal Protocol on the experience of the Montreal Protocol compliance regime for consideration at the third meeting of the ad hoc joint working group.

**Recommendation 1**

**Rationale**

- Facilitate coordination among the compliance mechanisms ultimately established;
- Recognition that the difficulties faced by Parties in complying with the three conventions may frequently stem from the same causes and that enhanced coordination may allow for a comprehensive overview of such difficulties.

**Possible elements**

- At the present time, the conferences of the Parties may wish to seek greater coordination of the negotiations currently under way in the Rotterdam and Stockholm Conventions and take into account lessons learned from existing mechanisms including those under the Basel Convention and the Montreal Protocol;
- In the long-term, the conferences of the Parties may wish to initiate a process to explore the possibilities for enhancing coordination among the agreed mechanisms by, for example, the convening of back-to-back meetings, establishing a single committee to administer the three mechanisms and encouraging membership of those who have experience of other compliance mechanisms.

**Recommendation 2****Rationale**

- Enhance the operation of mechanisms by benefiting from the lessons learned within Basel, Rotterdam and Stockholm Conventions and in other forums.

**Possible elements**

- Review the operations of the mechanisms established under the Basel, Rotterdam and Stockholm Conventions, taking into account the experience with those mechanisms and other relevant mechanisms with a view to enhancing their operation or function.

**Recommendation 3****Rationale**

- If three committees are established to administer three mechanisms, facilitate coordination and information exchange on common issues, including exchange of experiences and lessons learned;
- Possible cost savings.

**Possible elements**

- Explore and promote administrative synergies by, for example, the convening of back-to-back meetings of the committees, the provision of joint secretariat support for the committees and the mechanisms they administer and the participation of the chairs of all three committees in each other's meetings.

**III. Information management and public awareness issues****A. Joint outreach and public awareness****Recommendation 1****Rationale**

- Increase political awareness by sending coherent messages informing the general public on issues relevant to the mandate and work of the three conventions, being mindful of cost-effectiveness and of the need to target a greater audience.

**Possible elements**

- Support further efforts carried out by the secretariats, in particular with regard to content development and delivery, such as the development of a common newsletter for the three conventions and the development of a common web portal (common entry point) for the three conventions, including links to other relevant websites;
- Encourage the adoption of a joint information service;
- Initiate joint outreach activities on issues of common concern among the conventions;
- Encourage the development of a systematic approach to addressing awareness-raising activities among the three conventions;
- Focus activities in particular on issues such as those related to the life-cycle approach as well as the environmentally sound management of chemicals, questions related to trade and environment, general chemicals management issues including legal infrastructure and chemicals common to the Stockholm and the Rotterdam Conventions in informing the general public. Joint

outreach activities should also be pursued at the national and regional levels.

## **B. Information sharing among technical and scientific panels**

### **Recommendation 1**

#### **Rationale<sup>3</sup>**

- To enhance the information base of technical and scientific panels of the three conventions to foster national coordination, facilitate the participation of experts attending these committees as well as the exchange between these bodies in terms of technical information and at the various implementation levels.

#### **Possible elements**

- Support the strengthening of the technical capacities of Parties, in particular developing countries and countries with economies in transition, to achieve the objectives of the three conventions;
- Encourage information exchange between these bodies in terms of procedures and the chemicals being considered and on the exchange of information on national, subregional and regional activities as well as by, when relevant, inviting chairs of committees to participate in each others' meetings as well as the sharing of relevant reports and materials on the web;
- Continue the maintenance of the table developed under annex I of the report of the first meeting of the ad hoc joint working group<sup>4</sup> and make it available on the web.
- Encourage the adoption of common practices with regards to procedures relevant to these bodies.

## **C. Pooling information on health and environmental impacts/clearing-house mechanism**

### **Recommendation 1**

#### **Rationale**

- Improve the availability of information on environmental and health impacts and seek better possibilities for accessing such information.

#### **Possible elements**

- At the national and regional levels, establish common websites displaying all relevant information available, including in cases of accidents. For this purpose examples of existing models, such as the Chemical Information Exchange Network, hazardous substances information systems and relevant information warehouses, could be taken into account;
- At the international level, elaborate on a common approach concerning information and data transmission related to the impacts on health and the environment for the purpose of making such information more accessible, including data on assessments for chemicals under the Rotterdam and Stockholm Conventions.
- Consider a possible longer-term goal of common databases for the three conventions including the Stockholm Convention clearing-house mechanism

---

3 The co-chairs are invited to address the issue of information sharing among the three conventions at a broader level intersessionally.

4 UNEP/FAO/CHW/RC/POPS/JWG.1/4.



#### D. Joint input into other processes

##### Recommendation 1

###### Rationale

- Enhance effective cooperation and input into related organizations, while maintaining the technical substance of each process;
- Through this the information base at national level would be enhanced, which could contribute to easing burdens on delegations in terms of representation. At the international level this would contribute to greater visibility, effectiveness and efficiency.

###### Possible elements

- Whenever feasible, encourage a joint representation and joint input of the secretariats of the three conventions in participating in and providing information to other related organizations, including the United Nations Environment Programme, the Food and Agriculture Organization of the United Nations, the Global Environment Facility, the World Trade Organization, the World Health Organization, the World Customs Organization, the International Labour Organization and the International Maritime Organization.

### IV. Administrative issues

#### A. Resource mobilization

##### Recommendation 1

###### Rationale

- Enhance mobilization of resources in support of the implementation of the Basel, Rotterdam and Stockholm Conventions to a level beyond that achievable through separate action;
- Avoid competitive and uncoordinated resource demands to donors.

###### Possible elements

- Joint resource mobilization service of the three Secretariats based on:
  - Coordinated approaches;
  - Raising awareness to enhance political support for chemicals and waste management;
  - Avoiding duplication of efforts and uncoordinated demands to donors;
- Consider the most appropriate source of financing of the joint resource mobilization service;<sup>5</sup>
- Develop joint support and advice to countries on what they can do at a national level to generate funds and to better access international and bilateral funds;
- Build on available methodologies, guidance and case studies that have been developed by other institutions.
- Joint resource mobilization strategy for the short, medium and long term.

##### Recommendation 2

###### Rationale

- Resource mobilization for a life cycle approach to chemicals and waste management;

---

<sup>5</sup> To be revisited between the second and third meetings of the ad hoc joint working group.

- Prioritized coordinated efforts to explore new, innovative and adequate sources of funding.

**Possible elements**

- Send coherent and coordinated messages from each of the three conferences of the Parties on the need for access to Global Environment Facility funding for the sound management of chemicals and wastes through the implementation of the three conventions;
- Send coherent and coordinated messages to other funding institutions.

**B. Back-to-back meetings**

The contact group agreed that the issue of back-to-back meetings would be discussed substantively at the third meeting of the ad hoc joint working group, noting that conclusions on the issue would be influenced by the conclusions of the other contact groups, as well as on other administrative issues. Accordingly, the possible elements recorded by the contact group did not constitute final conclusions on the matter.

In developing the possible elements for recommendations for consideration at the third meeting, the contact group emphasized that the starting point of the discussion was the recognition of the independence and autonomy of each convention and of each conference of the Parties.

It was agreed that the co-chairs of the working group, in the preparation of the documents for the group's third meeting, would reflect that there were different levels of ambition in the group.

Many members identified possible advantages and disadvantages that could result from the holding of back-to-back meetings. As some members of the contact group expressed concern as to the practicalities and feasibility of holding meetings back-to-back, the members of the ad hoc joint working group were invited to facilitate work at the third meeting by making written contributions setting out their views on the possible advantages and disadvantages, as well as the practicability and feasibility, of such arrangements. The contact group also agreed that possible advantages and disadvantages identified during its deliberations at the present meeting should be set out for consideration at the next meeting. These are set out below and precede the possible elements for recommendation 1.

Some members were of the view that there was no legal impediment to the organization of back-to-back meetings. Other members considered that further work was required to address the legal and practical feasibility of the options put forward for back-to-back meetings.

To assist the ad hoc joint working group in its consideration of this issue at its third meeting, the Secretariats were requested to seek information from the secretariat of the Convention on Biological Diversity on its experience with organizing back-to-back meetings and to provide a document setting out this information for the third meeting.

**Possible advantages and disadvantages of back-to-back meetings**

**Disadvantages**

- Burdensome for small delegations
- Lengthy absences from capital
- Questionable feasibility and practicality
- Heavy workload to be addressed in one series of meetings
- Might be perceived as an indication that the three conventions were not sufficiently important to merit independent meetings of the conferences of the Parties
- Experience shows that back-to-back meetings do not necessarily ensure greater outreach.
- In the case of the Basel, Rotterdam and Stockholm Conventions, back-to-back meetings might not bring the advantages that may be gained under other multilateral environmental agreements because of the distinct nature of these three instruments.
- Different membership of the three conventions, different focal points and different representation at the national level

**Possible advantages**

- Travelling once, albeit for a long period, may be better than travelling three times.
- Promotes regular coordination of decision-making
- Beneficial for national coordination
- Allows for a broad, comprehensive overview
- Higher visibility of the three conventions, which might attract greater high level (ministerial) participation
- Facilitates agreement on concrete activities
- Efficiency and cost savings

**Recommendation 1****Rationale**

- Regular coordination of meetings would assist in coherent development of policies and programmes of work, attract voluntary contributions by donors and facilitate the provision of coherent guidance to the secretariats.
- Such coordination might take a variety of forms aimed at maximizing coordination.

**Possible elements**

- The meetings of the conferences of the Parties should operate in a coordinated manner and should be scheduled in such a way as to facilitate such coordination.

**C. Financial management and audit functions**

The contact group agreed that financial management and audit functions would be substantively discussed at the third meeting of the Ad Hoc Joint Working Group.

The contact group requested the secretariats to provide the following information for the third meeting:

- Noting that the Basel Convention had more "financial" staff than the Rotterdam and Stockholm Conventions, clarification as to whether this was required because of additional work resulting from the interaction with the Basel Convention regional and coordinating centres;
- Information from UNEP as to the possibilities for further provision of audit services to the conventions, in particular with a view to providing Parties with more financial information.

**Recommendation 1****Rationale**

- Common unit would release staff to undertake other duties

**Possible elements**

- Establish a joint financial unit.



**Recommendation 2 (pending receipt of above information)**

*Rationale*

- Enhance provision of information to Parties on financial and managerial performance.

*Possible elements*

- Establish a joint auditing function to undertake internal audit.

## Annex II

**Schedule of work for the third meeting of the ad hoc joint working group (AHJWG) on enhancing cooperation and coordination among the Basel, Rotterdam and Stockholm Conventions**

	<b>Item of work (listed in parentheses are the paragraphs or sections of the report or its annex I that refer to the item)</b>	<b>Responsible entity(ies)</b>	<b>Deadline</b>
1	Post report of AHJWG-2 on web and forward to AHJWG members and official focal points for the three conventions and Geneva-based missions.	Secretariats and co-chairs	As soon as possible
2	Ensure the e-mail addresses of AHJWG members are correct.	Secretariats	As soon as possible
3	Provide to the secretariats any written comments on the elements and rationales contained in annex I to the report of AHJWG-2 and on possible elements and rationales for coordination (paragraph 19) in particular: a) Good practices on coordination at the national level (annex I, I.A); b) Provide input on the identification of programmes and project areas (at the regional and international levels) that could benefit from joint development and implementation (annex I, I.B, paragraph 2); c) Back-to-back meetings (annex I, IV.B paragraph 4).	Members and others	8 February 2008
4	Prepare additional inputs on: a) Experience of the Montreal Protocol with its compliance regime (paragraphs 36, 72 and annex I, II.B); b) Cost of national ozone units at the national level (paragraph 30); c) Options on external financing for national coordination and implementation mechanisms for synergies; (paragraph 67 and annex I, I.A); d) Experience of the Convention on Biological Diversity in organizing back-to-back meetings (paragraph 72 and annex I, IV.B, paragraph 6); e) Information from UNEP on the provision of audit services for the three conventions; (annex I, IV.C); f) Clarification regarding the financial staff of the Basel Convention (paragraph 68).	Secretariats	8 February 2008
5	Develop draft recommendations (in a format suitable for submission to the Conferences of the Parties) for discussion at a face-to-face meeting.	Co-chairs	25 February 2008
6	Post final draft recommendations on the AHJWG website and send to all AHJWG members, all official contact points of the three conventions and permanent missions in Geneva for information and comment.	Secretariats	29 February 2008
7	Compile and make available to the AHJWG as an information document any comments received.	Secretariats	24 March 2008



**Draft Resolution on Agenda Item 116  
"Follow-up to the outcome of the  
Millennium Summit"**

**Strengthening the environmental activities  
in the United Nations system**

**Comments of the European Union**  
to the draft presented on 2 May 2008

The EU would like to once again stress its support to the work of the Co-chairs: on one hand for the draft resolution that makes skilful use of developing room for manoeuvre, and on the other hand for the proposed way forward, which is wisely drawing on the increasingly positive atmosphere. We believe that both proposals contribute to the maintaining of momentum and encourage further progress.

**Preamble**

The preambular part is in general good. It is essential that there be no weakening of existing agreed language on IEG, for example the Cartagena package, the Millennium Review Summit 2005, UN resolutions, UNEP's mandate, the Rio principles, the 1997 Nairobi Declaration etc.

In view of the above, the following issues should be added in the preambular part:

- reference to the Cartagena package as the basis for further strengthening of IEG
- exact reflection of the UNEP mandate
- a balanced reflection of the Rio Principles

We welcome the focus on strengthening UNEP, in line with its mandate, in its role as the principle UN actor for environment and the leading global environmental authority. At the same time, the EU welcomes the overall text's recognition on the need for evolution.

More emphasis should be given to the fact that there is a need for reform and for a faster strengthening of IEG. There should be mentioning of UNEP's Medium-term Strategy in the preambular part.

The preambular part should as well highlight the particular dependence on the natural environment of the world's poorest communities and the increasing threat posed by environmental change to sustainable development and the achievement of MDGs. When reflecting upon this dependence, it is important to consider all three pillars of sustainable development.

### **Scientific assessment, monitoring and early warning capacity**

The EU believes that further strengthening of the scientific possibilities of UNEP is important.

The proposal of a Chief Scientific Capacity is an interesting proposal that deserves further thought. In principle, the EU believes that micromanagement should be avoided and that the scientific capacity in general needs to be strengthened. We would be interested in hearing further clarification that would facilitate our further deliberations and discussions.

We think that the MEAs should build upon the scientific work provided by UNEP, which will ensure the creation of synergies and the avoiding of unnecessary duplications. This will give a broader overview of what scientific work is being carried out where, yet still keep the important diversity. In addition, we would like to ask the Co-chairs to further clarify their idea on the consolidated research strategy, how it relates to the already existing Medium-term Strategy and GEO.

The EU would like to highlight the call for cooperation by the scientific bodies of MEAs with the Environment Watch Strategy of UNEP.

### **Coordination and cooperation at the level of agencies**

The EU believes that coordination and cooperation at the level of agencies is one of the important elements of UNEP's mandate and has at various occasions expressed the need for enhanced coordination and cooperation and for a strong environmental pillar in the UN.

We acknowledge the need for a strengthened Environment Management Group (EMG), to remain located in Geneva to ensure the continuation of good existing communication, and believe the proposal to place it under the direct authority can be looked at positively, as it would encourage enhanced cooperation on environmental issues within the UN system. At the same time, the proposal needs further consideration and clarification, especially with regards to the relation with the CEB. The overall consistency of the UN system in the field of environment must be ensured.

The EU believes that the EMG should work on thematic areas, rather than on ecological procurement matters, as they are currently doing. UNEP, through the EMG, should take a more strategic role in coordinating and integrating the environmental activities of different international bodies. At the same time, members of the EMG themselves should also make sure to foster better integration and coherence among policies.

We support the further cooperation between UNEP and UNDP in the implementation of the Bali Strategic Plan. The major role of UNEP and MEAs in this partnership needs to be the strengthening of the environment side through policy advice on implementation and programmes. UNDP should further pursue the mainstreaming of environment in its activities on the ground.

The EU supports strengthened cooperation between UNEP and international economic, trade and financial organizations, as well as the formal inclusion of UNEP and MEAs as observers on relevant WTO committees, which would increase coherency among policies.

The proposal to introduce an annual consolidated appeal is an interesting and ambitious innovation, which merits consideration, especially in terms of factual assessment of the needs required. It is important to ensure the reliability of data and the relations to the GEF. We would like to ask the Co-chairs for further clarifications on the following issues, which will be of assistance in further considerations of the group:

- purpose of the proposal
- in what way would this work be undertaken in practice.

The EU would like to call on the Co-chairs to avoid any confusion on the mandate of UNEP.

### **Multilateral Environmental Agreements**

The call for an increased cooperation and coordination between different MEAs, the need for greater synergies between local and regional offices and a better cooperation between UNEP and the MEAs are strongly supported by the EU. Coherence in positions of individual State parties vis-à-vis the various MEAs concerned is key to a successful implementation.

The EU supports the idea of cooperation and coordination among MEAs, especially its thematic clustering. This will enhance complementarities and synergies, but will in no way harm the legal autonomy of MEAs. It is important to adopt a bottom-up approach, whereby the processes for enhancing cooperation and coordination are driven by Parties and respond to the specific needs of countries in their implementation of the conventions. We believe that the role of UNEP in submitting proposals for strengthened cooperation should be enhanced. OP13 and OP16 cover a similar notion, thus there is room for their merging. There is a need to have a clear understanding what activities are being undertaken in the system.

We could look positively into the proposal for UNEP to be invited to join the Group and believe it could provide the secretariat service to the Group.

The EU believes that the implementation of MEAs by Parties has to be in consensus with the BSP and the needs of recipient countries. This notion should be better reflected in the resolution text. These concepts should not be mixed up with the general duty of a Party to implement a Treaty after its ratification.

A factual correction is as well needed in OP15, as implementation is carried out by Parties and not by the Conferences of the Parties.

### **Regional presence and activities at the regional level**

The EU fully supports the need to strengthen IEG at a regional level. When discussing the role of UNEP at the regional level, all of its functions must be remembered. Keeping this in mind, the role of UNEP in providing policy advice is very important. Keeping a balance between the national and regional dimension is important.

The message of OP19 and OP20 goes in a similar direction. Therefore, we suggest the focus of OP19 to be on strengthening the strategic presence of UNEP within the regions, thus making it possible to also address other offices, which UNEP uses as entry points to pilot countries and its involvement there.

### **Bali Strategic Plan, capacity building, technology support**

The EU believes that all elements of the Cartagena package, and the Bali Strategic plan for technology support and capacity building should be implemented with a sense of urgency.

The building block on the BSP, capacity building and technology support should include a reference to mainstreaming environment in development cooperation activities. This would reinforce the relation between environment and development.

Despite MEAs and UN agencies usually having their own strategies, programmes of work and so forth, the BSP could usefully act as an overarching guiding framework when it

comes to environmental capacity building. We believe that the reference should be strengthened, and the BSP should be endorsed by all UN agencies as the guiding framework.

The Resident Coordinator and the UN Country Team should make full use of the capacities of the UN system, particularly those of UNEP, to respond to the needs of countries.

OP23 – does the UNDG approve policies and procedures?

### **Information Technologies, partnerships and advocacy**

The EU supports that information technologies should be made available to the IEG system. We wish to highlight the importance of the organizational structures in which the use of such technology is applied to get the full benefit of their potential. At the same time, we would like to ask for clarification about the meaning of the paragraphs in the building block addressing Information technologies, partnerships and advocacy, and its budgetary implications in view of the value added. In general, micromanagement should be avoided.

### **Financing**

The EU believes that, in view of increasing environmental degradation in developed and developing countries, more efficient use of existing resources is needed, as well as ensuring adequate global financial means.

The creation of a Global Environmental Financial Tracking System could in general be useful to identify gaps and deficiencies in spending and lack of coordination between donors. Nonetheless, we have doubts whether a voluntary self-reporting system would work. At the same time, we are concerned that the creation of a Tracking System would not lead to duplications. In order to avoid this, a link could be made to the existing mapping activities - the OECD/Development Assistance Committee which publishes statistics and reports on aid and other resource flows to developing countries. This is the only source, which disposes over reliable data that are being gathered according to specific rules and are being kept under review. The flows into environment or implementation of the Rio Conventions can be easily extracted since there are specific markers to that effect.

The EU would be interested in further clarifications of the Co-chairs on the meaning of OP29. We believe that the introduction of new focal areas of the GEF would need to be carefully assessed, including with regards to its benefits but also in light of potential impacts on the availability of resources for other areas.

The EU supports an enhanced role for UNEP. This may require additional resources. The EU is still examining the financial implications arising from this section of the resolution. Despite some concern regarding the issue, we believe that at this stage further discussion on the roles and activities of a strengthened UNEP would be important in order to address the question of budget.

### **Broader transformation of the international environmental governance**

The EU welcomes the resolution's emphasis on the need for evolution and the paragraphs, which leave room for the opening to a broader transformation of the existing IEG system. We would be interested in the Co-chairs' clarification to the meaning of the continuation of informal consultations (OP34).

We believe that formal consultations should start during the sixty-third session of UNGA, and that an open-ended working group with a clear mandate should be established to consider further strengthening of the environmental governance system and explore the possibilities for a broader transformation of the system.

**Follow-up**

The EU welcomes the provisions for follow-up and implementation. We would be interested in for the report of the SG to be submitted to the GA during the sixty-third session of UNGA.

---

17 June 2008



## G77 and China view points/comments

### **Draft Resolution on Strengthening the environmental activities of the United Nations system (4 June 2008)**

The Group is extremely grateful to the Co-Chairs for their hard work and leadership in the process and for the draft resolution before us. The Group intends to remain constructively engaged throughout the process.

#### **Preamble**

##### General:

- Management vs Governance issue: the group is of the view that the resolution should not be micro-managing UNEP or the MEAs, but rather should consider what is the best directive the GA can give to the current international system on environmental governance in light of the mandate of paragraph 169 of WSO.
- It is also important to recognize the scope of the mandate given to us and not go beyond this. In some ways this draft as it currently stands goes beyond this mandate.
- On several occasions Member States have resolved/committed to strengthen UNEP, and so this resolution overall should keep this in mind, i.e. our commitment to strengthen UNEP as part of strengthening IEG.
- It should also highlight the importance of firmly grounding the discussions on environmental governance within the context of Sustainable Development, and that the 3 pillars of SD are integrated and mutually reinforcing;
- We should be careful not to separate the environmental pillar (i.e. environmental activities) from the others (Social .... Economic ...) (Ref PP3, others). When considered in its entirety we find that the text does not adequately consider the development needs of countries, and the importance of a balanced approach to the 3 components of SD.
- In this regard also there is no reference to the UN Commission on Sustainable Development nor to the Rio Declaration (PP2), and this is of concern to us. In this regard more than the reference to SD in PP7 is needed.
- Related to the above, economic and social priority needs of countries should factor into the preamble section.

##### Specific:

**PP5:** With regard to the setting of the global environmental agenda, the role of the Member States should be made clear, whether through the Governing Council of UNEP, Conference of Parties to the various Conventions or other intergovernmental body. There is therefore some amount of inaccuracy of PP5, in the view of the Group.



**PP9:** The issue of financial resources should not be left open-ended. Here we would need to see specific reference to “new and additional resources.”

## **Scientific Assessment, monitoring and early warning capacity**

### General

- Strengthen the mandate of UNEP. does this mean “expanding” the mandate of UNEP, or strengthening/enhancing within the current scope of its existing mandate? In many ways we see this resolution as attempting to expand the mandate of UNEP, and we are not certain that this should be our intention at this time. The Group supports strengthening UNEP’s mandate, but an extension beyond what is intended in para 169 at this point would concern us.
- We should consider to what extent this draft is possibly encroaching on the mandate of the MEAs. This may be a point for further discussion, given the individual legal status of MEAs, for example. [This is a point we will come back to in subsequent sections.]

### Specific

**OP1:** This paragraph potentially goes beyond the scope of UNEP’s mandate. We support the last part where it talks about international cooperation for development, however, other elements and this point would need further reflection.

**OPs 2 and 3:** [Comments are made on these 2 together]. UNEP’s interaction with existing scientific bodies should take place in all “geographic regions,” this reference should be included. In light of strengthening UNEP’s capacity to interact with existing scientific bodies (OP2), we do not need OP3, particularly since we have concerns and issues on the creation of a Chief Scientific Capacity in UNEP.

**OP4:** Regarding the invitation to the ED to establish a consolidated research strategy, and on updating this on a biannual basis...again this might be a case of micro-managing, as strategies should be developed by the scientific bodies of the MEAs. (also an issue of the role of MEAs.)

## **Coordination and cooperation at the level of agencies**

### General

- This section deals with two coordination mechanisms on the one hand you have the EMG, on the other hand you have the CEB, and there is also language on coordination with UNDP (in OP8). There is not enough clarity on the division of labour, and there seems a potential for overlap in terms of the coordination function, and what is envisaged to be done differently. Also, information is lacking on the objectives and outcomes of EMG meetings, usefulness in terms of results of EMG meetings, etc.

## Specifics

**OP5:** (also in conjunction with OP 10) The Group agrees in general with strengthening UNEP's capacity to cooperate and coordinate with other UN entities. However, why the special treatment and highlighting of the World Bank? OP10 talks of UNEP's cooperation with financial institutions in general, and this is perhaps a better approach. In light of the first part of OP10, we don't see the need to single out the WB in OP5, especially since there are serious concerns over the WB managing funds for environment activities in direct competition with GEF.

While discussing strengthening the capacity of UNEP including through the EMG, we should be mindful that there are issues regarding the structure of the secretariat of the EMG. For example, the secretariat is scattered in terms of location. We would therefore like to see some inclusion of language on consolidating the secretariat of UNEP in UNEP's headquarters in Nairobi.

**OP6:** While we understand the rationale of raising the profile of the EMG, the Group is concerned that this could potentially work against strengthening UNEP. Also it is not clear if the EMG would meet separately from the CEB. We should also consider the usefulness of the EMG meetings, the objectives, results, etc. Also, how would this work structurally, given that the SG currently chairs the CEB? What would be the relationship between the CEB and the EMG? Isn't there a potential for overlapping or competition?

**OP7:** Micro-managing and management vs governance issue. We recognize that the report of the open-ended intergovernmental group contained in the Appendix of the Cartagena decision (UNEP/GC SS.VII/1) references the management approach of the EMG as an issue-based one, but the decision itself does not mandate an issue-based approach. The Group is unsure of the relevancy and appropriateness of having the GA pronounce on this, and "calling upon" the EMG to work in issue based groups. The EMG can perhaps better decide on the modalities and methods of its work.

**OP8:** UNEP-UNDP cooperation in implementing Bali SP.. First part of para is fine, however the last part the Group finds too detailed/prescriptive, i.e. calling for an amendment of the MOU between both programmes. This is not something that we can agree to at this time.

**OP9:** At this time the Group is not convinced that a consolidated appeal would be best to meet UNEP's funding needs, and is an expansion of the functions of the ED that may not be necessary. Also, this may perhaps be best dealt with in another section.

**OP10:** (First part addressed already re OP5) This is a matter that should perhaps be left to the purview of the GC and MEAs.

**OP11:** This para references efforts of the CEB ensuring a coordinated approach, however, in previous OPs (6, 7) we seem to be suggesting that this is the ambit of the

EMG. This raises again the issue of the structural relationship between the EMG and CEB. Also, the Group would prefer a coordinated approach to “sustainable development issues” instead of “environmental issues.”

## **Multilateral Environmental Agreements**

### General

- A number of things remain unclear to us at this point which would prevent us from being able to fully consider the language contained here. In this situation there are issues on which we may need to seek some legal advice/expertise, particularly given our understanding that MEAs are for the most part treaty-based bodies/contractual agreements among State Parties.
- Also, considering this section as a whole, it is not clear that environmental governance is a “Party-driven” process. We firmly believe that the EIG process should be Party driven.
- It is also not clear that MEAs have and should continue to have legal autonomy with separate and distinct mandates; this is of serious concern to the Group, as it lends itself to a possible merging of MEAs which does not enjoy inter-governmental agreement.

### Specifics

**OP12:** We do recognize the importance of cooperation and coordination, the question is how do we enhance it? There is no consensus on the “how” at this point. For example, there are concerns by what “promoting working in clusters and rationalizing the secretariat” could imply, and the possible merging of secretariats, which would not be in the interest of developing countries. There might be some merit in hearing from the secretariat of MEAs their experience on clustering and options for such an approach before agreeing on this.

**OP13:** Same comment as above on cluster approach. Also there seems a potential for usurping the role of the COPs. Decisions on clustering and cluster-based approach should be taken by the Parties. We may also need to clarify what is gained by clustering.

**OP14:** Before welcoming the progress of the Working Group, it would be good to know how the recommendations on strengthening synergies (as agreed to in March 08) are working and being implemented.

**OP15:** Questions/reservations on calling upon the COPs to do something. Can/should the GA, member states, “call upon” State Parties, in many cases the same governments? ... This brings us back to the question of the legal autonomy of the MEAs, and to what extent this draft would impact upon such legal autonomy.

Also, we are not sure of the accuracy of calling upon the COPS to implement Agreements with the GEF. Our understanding is that the GEF is accountable to the Parties, through the COPs. Therefore parties should be calling upon the GEF, i.e. the directive should be sent to the organizations to cooperate with the COPS in implementing agreements.

**OP16:** Which implementing agencies? Same as those of the GEF?

**OP17:** There are two separate issues here. Firstly the para is requesting the ED to “manage Secretariats of the Conventions under his authority in the most cost-effective manner.” Which Conventions are currently under his authority? And would this request extend to those that are not? Is the objective of this to cut cost?

The Group would welcome some greater clarity as to which Conventions are currently under the authority of UNEP, and therefore which secretariats we are requesting a more cost-effective management of. For example, we know UNEP hosts several secretariats of Conventions but what authority does the ED currently have over the secretariats (beyond administrative and/or financial authority), and which secretariats should be clarified before we can consider such a request.

The second element in this paragraph is the request for the ED to take a proactive role in enabling synergies among the Convention Secretariats. By treating these two together we may be sending a message on promoting synergies merely as a cost-cutting exercise, when the more important objective is better implementation. Also, can the ED enable synergies, or should the ED “promote” synergies?

## **Regional presence and activities at the regional level**

### General

- In general we support strengthening the regional offices and raising the regional profile of UNEP as part of the process of strengthening IEG. At the same time we would want to be certain of the implications for the office in Nairobi. In our consideration of strengthening regional offices, we would also need to consider the level of support and resources that would be needed for the Nairobi office.
- Also, the process of strengthening UNEP’s regional offices should build on strengthening national and regional capacity for environmental assessment and monitoring.

### Specifics

**OP20:** The issue in this para should be strengthening UNEP’s “regional offices,” including increased capacity for cooperation, as opposed to strengthening “regional presence.” For example, we would like to see language on “promoting cooperation of UNEP’s regional offices” with all relevant regional organizations, including the Regional

Commissions, agencies, funds, programmes and other relevant entities, whether directly related to environmental activities or other entities dealing with sustainable development issues.

## **Bali Strategic Plan, Capacity building, technology support**

### General

- We are of the view that capacity building and technology support should go beyond the Bali SP.
- The of this building bloc should be “Capacity Building, technology support and the Bali Strategic Plan” , recognizing that on this section we should be more ambitious and not limit ourselves to the Bali Strategic Plan only.
- Also, we note that there is no language in this section calling for the full implementation of the Bali SP, even though we are all in agreement that the gap in implementation is huge and in need of urgent attention. We would prefer stronger reference to implementation of Bali SP as a basis for this section. We would also be interested in finding out the status of implementation of the Bali SP, as a matter of course.
- This section deals with strengthening UNEP’s capacity, among other things, but there is no reference to “new” and/or additional resources, so it is not clear how we will achieve what is to be achieved, i.e., how do we “deepen” and “broaden” capacity-building and technology support, as suggested on OP21, without the means to do so?
- Also, in terms of technology, support is one aspect but there are also other very important aspects such as “development of technology”, and “transfer of environmentally sound, clean and affordable technologies to developing countries”. These are important issues to developing countries but are not reflected in this section at all.
- In general this section is not strong enough on language to support transfer of technology and capacity building in developing countries. Also there is no reference to the role of the UN system in facilitating technology transfer and access to environmentally sound, clean and affordable technologies in developing countries.

### Specific

**OP21:** The Group would prefer a direct reference to developing countries in particular.

**OP22:** The Group is of the view that there should be a reference to Chapter 34 of Agenda 21 (to cover technology transfer) “Emphasizes that Agenda 21 (specific reference to Chpt

34) and the Bali SP ....serves as the overarching guiding framework for operational activities in the field of environment.”

**OP23:** The UNDG’s role to develop policies and procedures is strictly related to policies and procedures to allow agencies to work together (i.e. a management role). The way this reads lends itself to interpretation that the UNDG develops, sets and approves policies related to environmental sustainability, without intergovernmental oversight, or in place of governments.

### **Information technologies, partnerships and advocacy**

**OP25:** Clarification needed on “advocacy activities.”

### **Financing**

#### General

- The Group is of the view that, if this resolution is to succeed in strengthening UNEP, including through better implementation of the Nairobi Declaration on UNEP’s role and mandate, new and additional sources of financing will be required. This should be adequately reflected in this section.
- Also, the level of extra-budgetary resources vis-à-vis regular resources is quite unbalanced, and this imbalance can provide additional challenges to strengthening UNEP and environmental governance in general. The importance of a more balanced trend in the level of regular verses extra-budgetary resources is a very important issue for developing countries and should be reflected in this section.
- Developing countries have on many occasions chronicled the burdensome nature of accessing resources for environmental activities, including from the GEF, and have repeatedly made calls for simplification of procedures and reduction of administrative costs to access the funds. This is another important issue that is not reflected in this section.

**OP27:** The timely and adequate provision of new and additional resources will be required both for improving IEG as well as for “sustainable development activities.”

**OP 28:** In relation to the proposal contained in this paragraph, it is important to identify the added value and the specific information services that the tracking system would provide in comparison with the information that is currently offered by GEF with regards to environmental projects, donors and resources. It is also important to take into account how the system will support the expansion and enhancement of capacity-building activities in developing countries.

**OP29:** There is general agreement that, given its current scope and mandate, the GEF’s level of resources is insufficient. In part because of this, the Group does not agree that the

GEF should become the financial mechanism for all MEAs. Instead, we should emphasize increasing replenishment to enable the GEF to adequately fulfill its role to respond to the complexity and scope of environmental challenges in the context of sustainable development.

While we recognize and support the objective of reducing administrative costs and regulations of small environmental funds, there may be other ways of achieving this rather than having the GEF serve as the financial mechanism for all MEAs.

**OP31:** We would welcome clarification as to whether or not this would be a matter of urgent and appropriate allocations from UNEP's regular budget, through the normal decision-making process of its Governing Council. With regard to this paragraph we would also underscore the importance of new and additional resources, as well as innovative sources of financing.

**OP32:** In principle this paragraph is ok, except we are not sure that a doubling of contributions would be adequate to allow UNEP to fulfill its renewed and strengthened mandate, so we would welcome a general reference to the need to increase the contributions from the regular budget to a level that would be adequate to allow this.

### **Broader transformation of the international environmental governance AND Follow-up**

#### **OP33, OP34, OP35**

Both of these sections should come together under one sub-head "Follow-up", as the three paragraphs are not that distinct and all speak to follow-up on the process that has gotten us to this point and what we expect going forward.

In para 169 of WSO Member States agreed "...to explore the possibility of a more coherent institutional framework ... including a more integrated structure, building on existing institutions and internationally agreed instruments ...". This section should be consistent with this terminology as opposed to the reference of a "broader transformation of the international environmental governance."

Also a reference to WSO mandate (para 169) should be included in this section on follow-up, and it should also be clear that the process of informal consultations will continue.

We agree with the need for a report from the SG, we would simply want to ensure that the secretariat would have sufficient time to produce such a "comprehensive" report.

Final comment: need to link this building bloc on follow-up to the preceding building blocs.

--END--

## **Swiss Comments on the Draft Resolution “Strengthening the environmental activities in the United Nations system”, 28 May 2008**

Switzerland attaches great importance to a strong international environmental governance and has always been actively engaged in various processes to this goal. The Draft Resolution “Strengthening the environmental activities in the United Nations system” and the process following the WSSD is an important step for a strengthened IEG. Countries should seize the momentum we are experiencing now.

Many of the proposals in the resolution can contribute to a stronger IEG. Nevertheless, further elements should be added to strengthen the resolution. Switzerland thinks that UNEP should be further strengthened: universal participation within the GC/GMEF of UNEP through a change of its rules of procedures should be requested in the resolution and the mandate of UNEP should be reinforced.

Switzerland supports the two-phased approach, following the principle of an ‘ambitious incrementalism’. Switzerland is of the view that the UN General Assembly should enact measures where UNGA decisions are necessary. The General Assembly should support and complement UNEP’s governing bodies’ commitments to strengthen the environmental governance and provide further support for the strengthening of the environmental regime. Measures in the competence of UNEP should be adopted by the UNEP GC.

Concerning the broader transformation and follow-up of the resolution, Switzerland favours formalization of the further process, with a clear timeframe.

### **Preambular Paragraphs:**

A further preambular paragraph should be integrated (PP3bis) to reaffirm the Cartagena decision and highlight the importance of the policy guidance role of UNEP. In PP7, the principle of precaution as a further principle should be added (Rio Declaration: “In order to protect the environment, the precautionary approach shall be widely applied by States according to their capabilities”).

### **Building Block 1:**

Switzerland attaches great importance to strengthening the scientific capacities of UNEP as a basis for policy advice. UNEP has already a Chief Scientific Capacity with the attributes as described in OP3, namely its Division of Early Warning and Assessment that produces the GEO reports. We should therefore use the expression of strengthening rather than creation. For a comprehensive scientific capacity under the authority of UNEP, it is important to integrate the GEO-SS; this should be reflected in OP4.

### **Building Block 2:**

Switzerland welcomes the call for the establishment of “issue based groups” within the EMG. We believe that the issues of these groups should be consistent with the thematic clusters as identified by UNEP (OP13), which should be reflected in OP7.

A way of strengthening the authority of EMG would be to integrate it as a 4<sup>th</sup> pillar under the CEB, under the leadership of the Executive Director of UNEP.

We welcome the efforts of UNEP and UNDP for a strengthened collaboration. We think the resolution should also reflect the clarification of the roles of the two agencies. Switzerland



believes that UNEP should give policy guidance in the field of environment, while UNDP and other UN agencies should act as implementing agencies.

We have certain sympathy for the idea of an annual consolidated appeal, as mentioned in OP9. But it will be important that UNEP sets the priorities for the capacity building activities reflected in it.

In OP11, we see the risk of a duplication of the mandate of UNEP by the CEB, as it is the mandate of UNEP to ensure a coordinated approach of the UN system to environmental issues. We believe that the CEB should mainstream environmental issues within the UN system.

### **Building Block 3:**

We welcome the clustering approach. The clusters should be identified by UNEP. More efforts are needed in order to strengthen synergies between the MEAs. We think that UNEP should provide the secretariats for all the major MEAs, which should be reflected in OP17 in general and in OP14 in particular for the Rio Conventions. We propose that the MEAs should report to the General Assembly through UNEP.

The issue-based cooperative agreements mentioned in OP16 should reflect the clusters identified by UNEP as mentioned in OP13.

It should be clarified that not the COPs, but the Parties of the MEAs implement their respective agreements (OP15). Furthermore, countries should implement their respective agreements, once they are parties to a MEA and not only if those are in accordance with their priorities.

### **Building Block 4:**

In accordance with the Mid-term Strategy of UNEP, in OP19 it should be specified that the *strategic* presence of the regional office should be strengthened for the facilitation of support for the Bali Strategic Plan. In addition, UN entities should closer collaborate with each other and align their support structures in fulfilling their capacity building and technology support mandates.

### **Building Block 5:**

The BSP should be understood as the overarching framework for the capacity building activities in the field of environment. Its implementation is of high importance and should be supported by UNDP and other agencies working in the field of environment. These agencies should be urged to endorse the BSP.

In OP 21, we should add the need for mainstreaming of environmental issues into the development agenda.

We don't understand the UNDG as being in a position to approve policies, but rather to approve *activities to implement policies*, which should be reflected in OP23 accordingly.

**(Building Block 6: no comments)**

### **Building Block 7:**

We welcome the proposed measures for a more adequate and predictable financial backing. We think that an environmental financial tracking system could be a useful tool, though there is a risk for high administrative costs, which should be limited. Therefore it should build on already existing capacities, which should be further developed.

In addition, we propose the continued application of the indicative scale of assessment, a step-by-step adaptation to the UN scale of assessment and maintenance of the contributions that are above the UN scale.

**Comments by MEXICO to the draft resolution “Strengthening the environmental activities in the United Nations system”**

**June 2008**

Paragraph	Suggestion	Comment
<b>Scientific Assessment, monitoring and early warning capacity</b>		
OP2	Stresses that the importance of strengthening the capacity of the United Nations Environment Programme to interact with existing scientific bodies, including academic institutions and centers of excellence and relevant non-governmental organizations, and the scientific subsidiary bodies of multilateral environmental agreements in a systematic, coherent and coordinated manner; to strengthen the exchange between environmental and development scientific communities; to present <u>and to spread</u> scientific findings in a user friendly way and to offer authoritative advice to the United Nations Member States.	Besides presenting scientific information in a friendly way, we suggest to add that this information be disseminated to members of the United Nations.
OP4	<i>Requests</i> the Executive Director of the United Nations Environmental Programme to continue to deliver support for the scientific work of the Multilateral Environmental Agreements and <i>invites</i> Conferences of the Parties of relevant Multilateral Environmental Agreements to request the scientific bodies of the Agreements to contribute to and cooperate with the Environment Watch Strategy and to conclude Memoranda of Understanding with the United Nations Environmental Programme secretariat in order to define the	We consider important to specify clearly in the paragraph that the aim of creating these synergies will be to avoid duplication of efforts and resources on research being conducted among various multilateral agreements and the UNEP.

	roles and responsibilities of each of the institutions in the network and <i>invites</i> the Executive Director of the United Nations Environmental Programme to establish a consolidated research strategy to be updated on a biannual basis, <u><i>in order to avoid duplication of work between UNEP and MEA's</i></u>	
<b>Coordination and cooperation at the level of agencies</b>		
OP8	<i>Calls upon</i> the Executive Director of the United Nations Environment Programme and the Administrator of the United Nations Development Programme to pursue through appropriate measures their cooperation in the implementation of the Bali Strategic Plan for Technology Support and Capacity-building, deepen it at country level and consolidate the two Programmes' interaction with the International Financial Institutions and Multilateral Environmental Agreements in that regard, including by amending the existing Memorandum of Understanding between the United Nations Development Programme and the United Nations Environment Programme accordingly, <u><i>in order to clarify the respective roles and tasks of key operational partners.</i></u>	We think is important to indicate the objective that the amendments to the MoU between UNEP and UNDP would have.
<b>Multilateral Environmental Agreements</b>		
OP17	<i>Requests</i> the Executive Director of the United Nations Environment Programme to manage Secretariats of the Conventions under his authority in the most cost-effective manner and to take a proactive role in enabling synergies among the Convention Secretariats, <u><i>ensuring that any savings</i></u>	It is important to specify the purpose or destination of the savings in the Secretariats of the Conventions.  This proposal is consistent with the proposal contained in

	<u><a href="#">resulting from improved coordination and cooperation of MEAs are going to be used to increase implementation activities</a></u>	the options paper prepared in June 2007.
<b>Financing</b>		
OP28	<i>Requests</i> the Secretary General to task the United Nations Environment Programme with the creation and maintenance of a Global Environmental Financial Tracking System, a web-based database relying on voluntary self-reporting by donors and recipients and providing in a user friendly and easily accessible manner transparent and up to date information on the type, amount and direction of multilateral and bilateral financial flows for environmental activities flowing through the United Nations system.	<p>We support this paragraph. Its inclusion would locate more accurately the gaps between available resources and the needs of countries, not only in terms of funding streams, but also the availability of financing and thematic coherence.</p> <p>We think that UNEP is the appropriate agency to house the proposed system.</p> <p>However, it should be noted that the usefulness of the information depends on the quality of "voluntary reports" mentioned, such as technology needs of national communications. Those do not have uniform criteria for determining a relevant baseline.</p>
<b>FINANCING</b>		
OP32	<i>Requests</i> the Secretary General to double the contributions from the regular United Nations budget to the respective budget of the United Nations Environment Programme;	<p>We consider that the proposal for doubling the regular budget resources of UNEP requires a more precise study, due the potential implications it may have on contributions from Member States.</p> <p>On the other hand, this proposal per-se would</p>

		<p>not have additional financial implications in the short-term, since it could be done from a reallocation of resources from the actual UN budget, not from an increase. If that's the case (no increment of the actual UN budget), we could support a reallocation of the resources currently assigned by the SG to UNEP, on the basis of a promotion of efficient use in priority areas and transparent handling of those resources.</p>
--	--	---

12 February 2008  
File: 2.10.14/MT

Excellencies,

I have the honour to refer to your letter of 20 December 2007 seeking comments and feedback on the Co-Chairs' Options Paper for the Informal Consultative Process on the Institutional Framework for the United Nations' environmental activities. I sincerely regret the delay in providing these comments; nevertheless, I hope these still come in sufficient time to contribute to your consideration of this matter.

As you are no doubt aware, Excellencies, the Conferences of the Parties of the Basel, Rotterdam and Stockholm Conventions established an *ad hoc* Joint Working Group tasked with considering enhanced cooperation and coordination between the three Conventions, and to make joint recommendations to the Conferences of the Parties of all three Conventions in light of these considerations. In this connection, it is noted that a number of the matters raised under Building Block 3 of the Co-Chairs' paper including, for example, joint institutional structures with joint secretariats; joint administrative structures with a view to creating common legal, financial and conference services and joint reporting; joint scientific structures; and joint programmatic structures, are the subject of consideration by Parties under the auspices of the *ad hoc* Joint Working Group. Thus, the Secretariat's capacity to comment on these issues is somewhat constrained at this time as they are currently under review by the Parties. You may, however, wish to have regard to the report of the last meeting of the *ad hoc* Joint Working Group, which met from 10 to 13 December 2007, which is attached hereto for your reference. Please be advised that the third meeting of the *ad hoc* Joint Working Group is scheduled to meet from 25 to 28 March 2008 and it is likely, at that meeting, to be finalising its recommendations for the three Conferences of the Parties.

Nevertheless, I am pleased to provide the following observations and supplementary information in respect of Building Blocks 3, 4, 6 and 7 set out in the Co-Chairs' Option Paper:

#### Building Block 3

In considering the proposals contained in Building Block 3, it was found that a number of proposals referred to action required of "MEAs" or activities related to "MEAs", however the

H.E. Peter Maurer  
Ambassador and Permanent Representative  
of Switzerland to the United Nations Office in New York and

H.E. Claude Heller  
Ambassador and Permanent Representative  
of Mexico to the United Nations Office in New York

Co-Chairs of the International Environmental Governance Consultation Process  
c/o Permanent Mission of Switzerland to the United Nations  
Fax: + 1 212 286 1555

---

SECRETARIAT OF THE BASEL CONVENTION  
ON THE CONTROL OF TRANSBOUNDARY MOVEMENTS OF HAZARDOUS WASTES AND THEIR DISPOSAL  
15, chemin des Anémones, 1219 Châtelaine (Geneva), Switzerland

Tel: [41 22] 917 8218 • Fax: [41 22] 797 3454 • Email: [sbc@unep.ch](mailto:sbc@unep.ch) • Web: [www.basel.int](http://www.basel.int)



intended recipient of such proposals is not clear. Clarification may thus be given indicating to whom these proposals are intended to address, be they national authorities tasked with implementing the Convention, the Convention Secretariat, or the Conference of the Parties.

Under Building Block 3 it is proposed that "governing bodies of MEAs taking part in thematic clustering are called upon to design and implement proposals for: [...] (ii) joint administrative structures with a view to create common legal, financial and conference services and joint reporting to the GA through UNEP". While MEAs do not receive any financing from UNEP, MEAs receive administrative services from UNEP in exchange for a 13 per cent charge for programme support costs which are levied on each financial transaction. Accordingly, to the extent that some MEAs receive administrative services from UNEP, it is arguable that there is already some degree of harmonisation in the administration of MEAs, through the application of the staff rules and financial rules and regulations of the United Nations.

Furthermore, I note that the function of the Secretariat is to assist Parties to implement their obligations under the Convention. It is the role of the Executive Secretary to ensure that the best use is made of the available resources for the performance of these functions. While oversight is fundamental to good governance, micro-management of the administration of the Secretariat, by the Parties, would create an undue additional burden on Parties. Such a level of decision making would also distract from the already limited time available to Parties to deliberate on matters of policy. A balance might thus be sought which enables Parties to exercise oversight over the operation of the Secretariat, while vesting the Executive Secretary with the responsibility to manage the Secretariat in a manner which best allows her to deliver the Parties' work programme.

Under the same Building Block, it is proposed that "[A process is set up] to gradually integrate MEA secretariats, with UNEP providing the functions of a secretariat for the MEAs and set a time frame for completion of this process". Article 16(3) of the Basel Convention determined that "at its first meeting, the Conference of the Parties shall designate the Secretariat from among those existing competent intergovernmental organisations which have signified their willingness to carry out the secretariat functions under the Convention". It was then, by virtue of decision I/7 of the first meeting of the Conference of the Parties, that the Executive Director of UNEP was requested to provide the Secretariat functions of the Convention. On this basis, the Conference of the Parties retains the mandate to designate the competent intergovernmental organisation to provide the Secretariat functions of the Convention. Thus, any integration would require the consent of the Conference of the Parties.

Any call for integration should also consider how this would affect the other significant MEAs which are not administered by UNEP. For example, the United Nations Framework Convention on Climate Change and the United Nations Convention to Combat Desertification are administered by the main United Nations Secretariat. The Ramsar Convention on Wetlands has its Secretariat functions provided by the World Conservation Union (IUCN). In order to ensure a coherent approach to international environmental governance, all MEAs should be considered, not merely those which are administered by UNEP.

#### Building Block 4

Building Block 4 proposes options which could address regional presence and activities at the regional level, which turn on the use of regional offices of UNEP as entry points for scientific activities



and capacity building. The Basel Convention carries out much of its capacity building activities at the regional and sub-regional level through its fourteen Basel Convention Regional and Coordinating Centres. Thus, you may also wish to consider the role to be played by other regional offices and networks such as the Basel Convention Regional and Coordinating Centres, the Cleaner Production Centres and the National Ozone Units, so as to take advantage of the considerable knowledge, experience and expertise which they have accumulated. Alternatively, while it may still be at an early stage of implementation, consideration might also be given to the use of the United Nations Development Assistance Framework to coordinate regional delivery of MEA capacity building activities.

#### Building Block 6

Under Building Block 6, proposals are submitted which seek to strengthen key support functions relating to international environmental governance such as the use of IT, expanded partnerships and advocacy activities. Such proposals would be very much welcomed, however closer reflection would be needed over how these proposals might be realised. For example, in respect of one of the proposals put forward to "establish a unified clearing-house mechanism of best practices and lessons learned in all environmental fields, supported through the collaboration of MEAs and other partners in order to serve as an integrated communication platform on environment", closer consideration is required over the objective of such a mechanism. It is noted that there exist a number of reporting databases and clearing house mechanisms under the various MEAs. The contents and processes of these mechanisms are very technical and specific to each MEA, thus any attempt to harmonise or consolidate such mechanisms would require much care, and an in-depth appreciation of what each mechanism is designed to achieve.

It is also proposed under Building Block 6 that better use be made of partnerships with science, civil society and business and that UN rules and regulations should be adapted in order to facilitate such activity. You may wish to note that significant steps have been made under the Basel Convention to foster partnerships with civil society and industry. By its decision VI/32, the sixth meeting of the Conference of the Parties to the Basel convention recognised the importance of cooperation with environmental non-governmental organisations and with industry and business sectors in achieving the aims of the Basel Convention and, accordingly, set in motion a work programme for cooperation with industry. The Basel Convention launched a Mobile Phone Partnership Initiative, and continues to explore possible partnership activities in other thematic clusters, such as computing and electrical equipment.

#### Building Block 7

Under Building Block 7 a number of proposals are put forward to improve financing of the international environmental governance system and for environmental activities through timely and adequate financing. In this connection, consideration might also be given to develop proposals which all MEAs would be placed on an equal footing in respect of access to financial resources. At present, the Basel Convention has limited access to funding from the Global Environment Facility for activities related to POPs wastes. The Basel Convention thus relies on receipt of voluntary contributions from donor countries to undertake technical cooperation activities. You may wish to consider how all MEAs might be given sustainable financing through, for example, the Multilateral Fund or the Global Environmental Facility, so as to enable all MEAs to operate on an equal footing.

I hope these comments prove useful. I am very grateful for the opportunity to provide contributions to these discussions, and remain ready to provide further inputs as you deem necessary. I will also be pleased to transmit the outcome of the next meeting of the *ad hoc* Joint Working Group and any recommendations made by the Group to the Conference of the Parties, as these become available.

Please accept, Excellencies, the assurances of my highest consideration.



Katharina Kummer Peiry  
Executive Secretary



# ROTTERDAM CONVENTION

SECRETARIAT FOR THE ROTTERDAM CONVENTION  
ON THE PRIOR INFORMED CONSENT PROCEDURE  
FOR CERTAIN HAZARDOUS CHEMICALS AND PESTICIDES  
IN INTERNATIONAL TRADE



[www.pic.int](http://www.pic.int)

**Food and Agriculture  
Organization of the United  
Nations (FAO)**  
Viale delle Terme di Caracalla  
00100 Rome, Italy  
Tel: (+39 06) 5705 3441  
Fax: (+39 06) 5705 6347  
E-mail: [pic@pic.int](mailto:pic@pic.int)

**United Nations Environment  
Programme (UNEP)**  
11-13, Chemin des Anémones  
CH - 1219 Châtelaine  
Geneva, Switzerland  
Tel: (+41 22) 917 8296  
Fax: (+41 22) 917 8082  
E-mail: [pic@pic.int](mailto:pic@pic.int)

Geneva, 31 January 2008

## **Request for opinion and views on the option paper in particular on Building Block 3 as well as on the broader transformation of the UN Environmental system**

Dear Sirs,

Thank you for the opportunity to comment on the draft options paper sent to the Secretariat on 20 December 2007. We would like to compliment you on undertaking this review of the institutional framework for the UN environmental activities. A key challenge is the very broad area covered and the range of activities and agreements that are to be considered.

The proposal to group the various Multilateral Environmental Agreements (MEAs) into substantive clusters is a good first step which should help to identify areas where collaboration might be improved. The process has been initiated for chemicals through a consideration of the Rotterdam, Basel and Stockholm Conventions as a hazardous substances/chemicals cluster. It may be useful at some point to also consider the Montreal Protocol on Ozone Depleting Substances in such a cluster. From the perspective of the Rotterdam and Stockholm Conventions, a number of the points listed in the section entitled Building Block 3 aimed at enhancing cooperation and coordination amongst MEAs, including promoting working in clusters and rationalising secretariat activities - are already in place in the area of chemicals through the ongoing synergies exercise - this may provide a model for other clusters to follow. Please find enclosed with this letter some specific points to consider with respect to the Rotterdam and Stockholm Convention Secretariats in response to the elements listed in Building Blocks 3, 4 and 6.

It is clear that in view of the range of agreements and issues to be considered in improving international environmental governance it is not a matter of "one size fits all", it will be important that in moving forward the parts that are working well are not lost. In that sense the process should be guided by the principle that form follows function so that changes to Secretariats structure and organization reflect

.../2

His Excellency  
Mr. Peter Maurer  
Ambassador Extraordinary and Plenipotentiary  
Permanent Mission of Switzerland to the United Nations

His Excellency  
Mr. Claude Heller  
Ambassador Extraordinary and Plenipotentiary  
Permanent Mission of Mexico to the United Nations


an	MAP	SPH					a/a
Date							
Visa	W						
07.01.2008							
Ref.							

what is needed to better meet the needs of countries in implementing the Conventions. In this regard, it will also be important to avoid as far as possible the micromanagement of the work of the Secretariats, they should be given an opportunity to address how to best implement recommendations, for example it may be that posts may be shared with out establishing joint units.

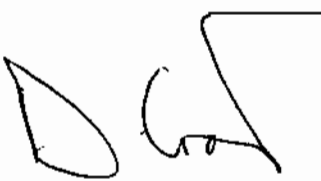
An additional consideration is the importance of highlighting the value and role of the chemicals cluster under the UN Development Assistance Framework (UN-DAF), as a key contributing element to the environmental portfolio at the national level.

We hope that these comments are of use to you in finalizing your challenging, but important task.

Yours sincerely,



Peter E. Kenmore  
Co-Executive Secretary



Donald Cooper  
Co-Executive Secretary

## ANNEX

Specific points to consider with respect to the Rotterdam and Stockholm Convention Secretariats in response to the elements listed in Building Blocks 3, 4 and 6

The Rotterdam Convention has evolved from a joint programme of work between FAO and UNEP initiated in 1992. In follow-up to UNCED in 1992, Governments engaged in a negotiating process that resulted in the text of the Convention adopted in Rotterdam in 1998. Article 19 on the Secretariat recognized the joint programme's cooperation in having the Director General of FAO and the Executive Director of UNEP to continue to perform jointly the Secretariat services for the Convention. The first meeting of the Conference of the Parties in October 2004 further recognized this collaboration in deciding to maintain the secretariat in FAO and UNEP.

The joint Secretariat builds on the technical expertise resident in each organization with FAO taking lead on pesticides and UNEP other types of chemicals. FAO continues to provide direct financial assistance and in-kind support for the operation of the Secretariat and working with countries for the implementation of the Convention. The Secretariat benefits from access to legal and administrative support (including financial and Information Technology) within the two organisations. The work on the Rotterdam Convention has also become increasingly integrated with the programme of work on pesticides management within FAO.

The Rotterdam Convention has adopted a programme for the national and regional delivery of technical assistance to Parties. The delivery of this programme of work has benefited from the links of the Secretariat to regional and sub-regional offices of FAO and regional offices of UNEP. For example, the technical staff (Plant protection and Plant production officers) in the eight regional and sub-regional offices, have integrated the Convention with their regular programme of work with countries.

On an ongoing basis the Secretariat has identified other partners that might collaborate in the delivery of technical assistance. These include the various regional centers established under the Stockholm Convention, the Basel Convention, regional offices of UNEP and the WHO as well as other regional and subregional organizations working on chemicals.

In the case of the Rotterdam Convention the budget is based on two trust funds, one for assessed contributions that is used for core secretariat costs and one voluntary trust fund that is used for technical assistance activities and travel of participant to meetings of the Conference of the Parties. It does not immediately follow that reduced expenditures with respect to Core Secretariat costs would result in more funds being available for implementation activities.

The Secretariat of the Rotterdam Convention may be seen as an example of cooperation, not only among UN organizations as the secretariat is jointly provided by UNEP and FAO, but also between the secretariats of Conventions as there is within UNEP a single executive secretary for both the Rotterdam and Stockholm Conventions.

The fact that the Executive Secretary of the Stockholm Convention also has responsibility for the UNEP part of the Rotterdam Convention Secretariat has further facilitated collaborative activities or shared services between the Secretariats. The common and administrative services of each Secretariat are currently provided jointly and this activity will expand to accommodate greater efficiency of operation where it benefits the Parties of each Convention. Similarly co-location of the Secretariats for the Basel, Rotterdam and Stockholm conventions in the same building in Geneva should also facilitate closer cooperation.

A further observation in working with Governments on the implementation of the Rotterdam Convention is that the responsibility for managing chemicals is most often divided among different ministries. In many countries, Ministries of Agriculture are responsible for the regulation and control of pesticides while, where such regulatory oversight exists for industrial chemicals, responsibilities are with Ministries of Environment. A common challenge to working with Governments is the lack of inter-ministerial communication or cooperation. The link with FAO to Ministries of Agriculture has greatly facilitated integration of the work on the Rotterdam Convention with the national activities on chemicals management.

Finally, note should be taken of the process already initiated by the Conference of the Parties of the Basel, Rotterdam and Stockholm conventions on how the cooperation and synergies between the secretariats of these three conventions could be improved to ensure maximum coherence, efficiency and effectiveness in the field of chemicals and wastes. Currently, an ad hoc joint working group on enhancing cooperation and coordination among the Basel, Rotterdam and Stockholm conventions, comprising 15 representatives for each convention, has been mandated to prepare joint recommendations on enhanced cooperation and coordination among the three conventions. The third and final meeting of the ad hoc joint working group is scheduled to meet 25 to 28 March 2008 in Rome. The results of their work will be submitted to the Conferences of the Parties of all three conventions for consideration in June 2008, October 2008 and May 2009, respectively. The outcome of this process should provide additional input to the General Assembly's discussions.





SECRETARIAT OF THE CONVENTION TO COMBAT DESERTIFICATION  
SECRETARIAT DE LA CONVENTION SUR LA LUTTE CONTRE LA DESERTIFICATION



Date: 17 January 2008  
Ref.: GdK/GK/MB/lo-26

Excellencies,

I would like to thank you for your letter dated 19<sup>th</sup> December 2007. At the outset, we would like to state that we have welcomed the debate on enhanced international environmental governance. We would like to commend you for having prepared a highly substantive and yet compact paper that captures key aspects of and diverse positions on the current issues.

The informal consultative process on the institutional framework for the UN environmental activities is an important exercise and its follow-up is to be handled carefully: We share the common objective of seeking to strengthen environmental governance but in my view this is better attempted by building on the framework that has been painstakingly evolved by the international community relatively recently and which must be given sufficient time to be implemented before we can credibly assess its effectiveness and determine whether radical change or restructuring is necessary.

In my view enhanced coordination must be our common goal so that we build on synergies and improve coordination particularly among the MEAs. This in turn would also enable us to take fully into account the views and needs of member states in order to improve the environmental governance system in a manner that is both effective and responsive to their needs.

While we look forwards progressing under the guidance of the General Assembly, we are all aware that a Conference of Parties (COP) is an intergovernmental leadership process. It is my opinion that, taking into account the views of member states as reflected in the various COP decisions, any radical restructuring of sovereign decision making and reporting mechanisms, would be counterproductive and undermine the very objective of the exercise to improve environmental governance. It may not be helpful if the collection of views on the Option Paper would be translated into proposals that could be seen as lacking consistency with present systems of legislative authority.

..//..

**His Excellency Mr. Peter Maurer**  
Ambassador  
Permanent Representative of Switzerland  
633 Third Avenue, 29<sup>th</sup> floor  
New York N.Y. 10017  
USA

**His Excellency Mr. Claude Heller**  
Ambassador  
Permanent Representative of Mexico  
Two U.N. Plaza, 28<sup>th</sup> floor  
New York, N.Y. 10017  
USA

an	MAP/024						a/a
Datum							
Visa	W						
28. 1. 2008							
Ref. 714. 1-06.3							

UNCCD

Postal address: P.O. Box 260129, D-53153 Bonn, Germany  
Office location: UN Campus – Langer Eugen, Hermann-Ehlers-Str. 10, 53113 Bonn, Germany  
Tel. (Switchboard): + 49 (0)228 815 2800 Direct: + 49 (0)228 815 xxxx Fax: + 49 (0)228 815 2898/99  
E-mail (General): [secretariat@unccd.int](mailto:secretariat@unccd.int) E-mail (Direct): [xxxxxx@unccd.int](mailto:xxxxxx@unccd.int) Web site: [www.unccd.int](http://www.unccd.int)



Rather, the usefulness of the Option Paper is to pave the way for a desirable change in bringing greater rationality and efficiency in environmental governance. Progress in this respect must be achieved, taking into account the transaction costs of coordination.

In the context of the milestone strategic decision of the UNCCD COP, and as indicated also under chapter 4 of the options paper, countries have not proposed to fundamentally alter the mandate and functions of the UNCCD institutions. We advocate with the co-chairs the need for coordination around dynamic clusters and agree that decisions in the various forums should be better linked but possible ways forward can be formulated in terms that are compatible with existing realities.

We thus emphasize the need to respect the Convention's normative, legislative and policy governance process and for a realistic scheduling of administrative or institutional measures. For instance suggestions of joint COPs or joint reporting underrate the respective complexities of the Convention's processes. Moreover this ignores the desire of member states for a greater specialized focus on different aspects of the environment.

As far as the UNCCD is concerned, it is clear that there is a need for enhanced synergies among various actors in this field, at national and local levels. Indeed capacity building for synergy at country level would deliver the most cost effective services to affected country parties. In other words, it is at the implementation level of the mandates of the conventions that the most significant win-win-win opportunities occur.

As a point of reference, we would like to dwell on the new UNCCD strategy adopted at COP 8 in Madrid in September 2007, as it also has a bearing on structural implications and governance mechanisms that are to be put in place. The adoption of the 10 year strategy by the 192 Parties to the Convention at the recent COP reflects their desire to strengthen the UNCCD as a unique instrument to combat desertification and land degradation and enhance its effectiveness. I am enclosing a copy of the global UNCCD Strategy for easy reference.

In substance the coverage of the UNCCD 10 years strategy goes to the heart of the discussions on system-wide coherence recommendations now under way. The UNCCD has a tremendous opportunity to reduce environmental, social and economic vulnerability and expand the outreach of the adaptation measures to climate change in greater partnership with sister Conventions. It can thus bridge the gap between the conservation and the development agendas.

I am certain the Convention can be an agent of change to address, in an integrated manner, issues of sustainable livelihoods in the context of the necessary maintenance of eco system services. However this potential should be better recognized than is presently the case in the Block 3 of the paper of the Co-chairs.

Let me offer a few comments on that building block that most addresses the MEAs, although my comments are merely illustrative of the need to achieve now more realism/accuracy. For instance the clustering proposal in concern does not seem to take into account the very nature and purpose of the UNCCD. In fact, the text of the Convention would make it clear that UNCCD is not only a "conservation" convention, but also seeks to advance sustainable development in a broader sense, as clearly recognized by UNCED and successive GA Resolutions.





In this regard, since the exercise of environmental review is system wide, you may wish to consider promoting a more dynamic and substance oriented clustering on land issues. In this respect, you may recall that a couple of years ago, in a study carried out by your office for the President of the General Assembly on possible clustering of MEAs, the UNCCD was identified as the only International Treaty addressing the issue of land. ||

The new Strategy can make an important normative contribution on the front of preserving land based ecosystem services including soil and land productivity, maintaining arable land to safeguard food security. The EMG for instance is in the process of recognizing that the UNCCD Strategy can facilitate a more system wide cooperation through a "sustainable land management" cluster with, notably, FAO, IFAD, UNDP and UNEP. This effort at rationalization we have launched has clear merits for the success of the IEG. ||

On the inclusion of UNEP in the Joint Liaison Group of the Rio Conventions, let me observe that this specific group is an administrative arrangement between the three Executive Secretaries of the Rio conventions. The group should decide the question of the membership of the group. Including UNEP would change its nature and while there may be merits to the proposal, they should be made more explicit.

At its 7<sup>th</sup> meeting on 7<sup>th</sup> June 2007, the JLG agreed on a number of activities at the level of secretariats to enhance cooperation among the Rio conventions. This was done with a view to operationalizing these activities in the near future. These include:

- Sharing reports and reviews of national planning processes, where available, and highlighting lessons learned that might be relevant across conventions;
- Continue to facilitate joint meetings between the chairs of the scientific bodies of the conventions;
- Sharing reviews and lessons learned regarding the functioning of the convention bodies;
- Keeping staff in other secretariats informed of discussions and decisions on relevant synergistic activities or programmes

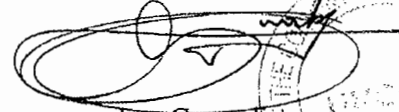
The JLG further agreed to develop joint activities in the field of communication and education. The 7<sup>th</sup> JLG meeting also agreed to draft joint information notes that were distributed during the UNFCCC COP 13 in December in Bali.

In conclusion I wish full success in your endeavor to prioritize the wealth of elements submitted to your attention to open a realistic path for enhanced governance and reaching the required balance between taking into account the prevailing normative, institutional and policy regime and installing the conditions for required change.

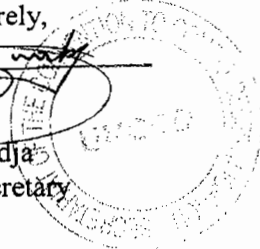


I clearly welcome an opportunity to share with you considered views that would also represent the thinking of our Parties on those issues and to meet at an opportune occasion. I thank you in advance for taking the time to consider how better justice can be made in using the UNCCD as an integrative tool for change and a normative framework that bridges gaps between development and environment.

Yours sincerely,



Luc Gnacadja  
Executive Secretary

A circular stamp of the UNCCD Secretariat. The outer ring contains the text 'UNCCD SECRETARIAT' at the top and 'UNEP' at the bottom. The center of the stamp features the UNCCD logo.

Encl:       The Strategy



THE PRESIDENT  
OF THE  
GENERAL ASSEMBLY

4 October 2007

Excellency,

I have the honour to inform you that the Permanent Representative of Mexico, H.E. Ambassador Claude Heller, and the Permanent Representative of Switzerland, H.E. Ambassador Peter Maurer, have agreed to continue as facilitators to take forward consultations on International Environmental Governance.

I would like to take this opportunity to thank them for all their hard work and dedication; and I particularly praise the many informal consultations they have convened with Member States and various stakeholders.

I would be most grateful if you could give them your continuous support for their ongoing task.

Please accept, Excellency, the assurances of my highest consideration.

Srgjan Kerim

A handwritten signature in black ink, appearing to read 'Srgjan Kerim'.

All Permanent Representatives and  
Permanent Observers to the United Nations  
New York