

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

Co-Chairs' Options Paper

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1. Introduction

The Informal Consultative Process on the Institutional Framework for the United Nations' environmental activities is one of the follow-up processes to the 2005 World Summit Outcome Document¹ (WSOD). In paragraph 169 of the WSOD States agreed to explore the possibility of a more coherent institutional framework, including a more integrated structure, for environmental activities in the United Nations system by achieving improvements in the following key areas of concern which are:

- 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.

In January 2006 the PGA designated two Co-Chairs of the Informal Consultative Process on the Institutional Framework for the United Nations' environmental activities.

Since then, the Co-Chairs have held a series of consultations in New York, Geneva and Nairobi and have met with numerous delegations individually as well as in groups, members of the UN Secretariat and secretariats of Multilateral Environmental Agreements as well as scientists, business leaders and NGOs.

Between April and June 2006 a first series of consultation meetings in the framework of the GA was held and a first Co-chairs' summary was presented in June 2006². Thereafter, the PGA of the 61st GA asked the Co-Chairs to resume their consultations following the issuance of the High Level Panel Report on System-wide Coherence, which recommends that the work of the informal consultations should be continued.

Subsequently, a round of further consultations was held in the framework of the GA in the beginning of 2007. Additionally, the Co-Chairs participated in the 24th Session of the Governing Council of UNEP in Nairobi and in the Paris Conference for Global Ecological Governance.

To facilitate a structured discussion on the issue under consideration, the Co-Chairs provided delegations with a list of questions which were general in scope initially, but became more detailed as the consultations evolved.

In their discussions, the Co-Chairs have noted an increasing interest in environmental issues in many countries and institutions. At the international level, at least three distinct but interrelated debates have emerged which demonstrate this interest:

- A science driven discussion on the factors influencing changes in our ecosystems and on the economic cost of environmental degradation, generating an intensified debate on policies and practices to address this problem.

¹ UN document A/RES/60/1

² <http://www.un.org/ga/president/61/follow-up/environment/Letter-Summary-Co-Chairs.pdf>

- An intensified debate has unfolded on policies and practices to address the problem of environmental degradation. This debate in the broader public focused mainly on the issue of climate change and more specifically on new targets to be negotiated for the second commitment period of the Kyoto Protocol and thus to the preparation of negotiations starting within the UNFCCC Conference of the Parties in Bali in December 2007. In policy debates, the discussion turned around adaptation and mitigation strategies, the prospect of new technologies as well as the potential of new financial mechanisms.
- Finally, the Co-Chairs have witnessed an increased interest for the debate on international environmental governance and thus on the question on how the international community should organise the institutional framework which would have to service such intensified demands. This debate was largely driven by the discussion on the report of the High-level Panel on System-wide coherence which touches also on a number of issues related to the International Environmental Governance (IEG). With regard to IEG more specifically, countries expressed their views in the context of the GA informal consultations as well as in the Global Ministerial Environment Forum.

It has become obvious that these discussions are closely intertwined and unlikely to produce immediate political consensus on a comprehensive IEG design: more rapid and more substantive replies to more pressing issues would demand for stronger institutions and financial arrangements while the exact design of such arrangements would largely depend on new policy approaches which were still to be defined.

The focus on environmental issues has given new impetus to the idea of integrating environmental governance into the broader framework of sustainable development. Many delegations, while ready to continue working on environmental governance, expressed their wish that progress in this area should be accompanied by similar progress on issues of development and social equity.

The following chapter presents a brief overview of the shortcomings in international environmental governance based on views of delegations expressed during the consultations. The proposals on how to address these shortcomings are organized in two ensuing chapters:

- chapter 3 presents a set of building blocks and options aimed at improving the IEG
- chapter 4 gives an overview of broader transformation options.

After intensive informal consultations in the plenary and numerous bilateral meetings over the past few months, the Co-Chairs have come to the conclusion that it is too early to expect any final results at this point in time. They would therefore recommend to continue their work by pursuing a phased process, inspired by an ambitious incrementalism. The respective proposals can be found at the end of chapters 3 and 4.

2. The current system of International Environmental Governance

The consultations in the framework of the GA over the past few months have confirmed and clarified the views expressed last year and reflected in the Co-Chairs' summary of June 2006. Delegations have offered more detailed views on the disadvantages of fragmentation and the advantages of specificity of the present IEG system. They have debated the extent of duplication, the lack of implementation of previous agreements and the complex roles of and relationships between the main intergovernmental bodies in the IEG system. The informal consultation process in the GA has confirmed key findings with which different fora of environmental experts have already come up in the past few years. It has also shown that the areas mentioned in paragraph 169 of the September 2005 World Summit Outcome Document, section "Environmental activities", are generally seen as the key areas in which rapid improvement should be sought. The consultations have also shown that in many respects there is remarkable convergence between the viewpoints of Member States and the analysis undertaken by the High Level Panel report on System-wide Coherence³.

The main shortcomings of international environmental governance as identified by States during the informal consultations are the following:

Scientific assessments

- Lack of coherent and authoritative scientific advice to decision makers
- Overlaps and ignored interlinkages
- Lack of early warning mechanism

Institutional complexity and fragmentation within the UN and other multilateral agencies

Some delegations see merit in a fragmented system, arguing that such a system would allow a division of labour and a certain degree of specialisation in dealing with environmental issues. Most delegations, however, have emphasised the disadvantages of institutional fragmentation which become particularly apparent in areas such as scientific assessment, policy advice, implementation, burden on member states and ineffective as well as inefficient use of resources. According to them, fragmentation seriously undermines the system's ability to address sector-specific issues in an efficient and holistic way.

An important number of delegations have mentioned the following problem areas:

- Lack of a single, recognized platform to offer policy advice on environmental issues at the global level
- Lack of an effective and authoritative environmental pillar within the UN system
- Lack of coordination among UN agencies

³ UN document A/61/583, chapter 3.

Institutional complexity and fragmentation among Multilateral Environmental Agreements (MEAs)

- Fragmentation and a lack of coherence in the environmental legal framework
- Heavy burden on Member States, particularly in terms of reporting obligations and COP meetings

Implementation of existing obligations and commitment

- Lack of implementation of prior decisions and existing commitments
- Insufficient capacity building and technical assistance

Funding

- Complex and inefficient funding mechanisms
- Complicated funding application and approval procedure of the Global Environment Facility (GEF)
- Unproductive competition for scarce funds
- Insufficient, unstable and unpredictable funding base of UNEP

Partnerships

- Insufficient use of partnerships with civil society, private business and the science and academic community in the UN framework
- Current rules of procedures limiting cooperation between the UN and partners

3. Building Blocks for a strengthened International Environmental Governance

The consultations have confirmed broadest support for enhancing IEG in terms of efficiency, effectiveness and impact in order to build a system which has authority and credibility and mirrors enhanced capacity of the multilateral system to respond to the increasing challenges of environmental degradation. While there are a number of different ideas with regard to the priorities and modalities of moving forward, delegations have also mentioned a series of principles, premises and conditions which should guide the process of enhancing IEG. The following elements have been referred to recurrently:

- Place action on IEG in the context of sustainable development
- Maintain the principle of shared but differentiated responsibility in a strengthened IEG system
- Enhance policy coherence and focus on implementation, compliance and capacity-building at the same time
- Build on the strengths of the present system (specificity) while expanding cooperation between the different parts of the system.
- Advance environmental mainstreaming in areas such as trade, development, health, humanitarian action and disaster relief without adding new conditionalities
- Make available sufficient, timely and predictable resources
- Support broad understanding of capacity-building including in the areas of research, science, technology transfer, legal frameworks, policy formulation and operational delivery
- Strengthen environmental governance at national, sub-regional, regional and global level
- Fully implement the Cartagena decisions and the Bali Strategic Plan
- Strengthen good management and good governance efforts in parallel
- Include civil society, science and business communities in the global governance

While delegations have expressed different views as far as the scope and extent of possible changes in IEG are concerned, there has been remarkable unanimity in the consultations that the different functions of the IEG needed improvement, including

- the identification and assessment of the state of the environment
- the normative and policy work of the system
- the implementation at different levels
- as well as the policy assessment and support functions, including capacity-building, technology transfer, information technology, finance, advocacy and partnerships.

In the following, delegations' inputs are clustered around seven areas which have been mentioned most frequently during the consultations as priority areas for renewed inter-governmental attention, intervention and improvement. They include

- strengthening UNEP in key areas
- enhancing cooperation among UN agencies

- strengthening ties among MEAs, UN agencies and the BWI
- improving implementation
- strengthening key support functions.

Each block represents an important element for improving the IEG system and most of them are interrelated. Also, within each building block, a number of different proposals are mentioned; the number of building blocks and the options listed could easily be further expanded and adapted as discussions progress. It represents a flexible framework for debate and decision making. The term building block suggests possible improvements while debate on the overall design might still be in progress. We do not suggest that there is a hierarchical order in these building blocks but rather consider them as different in scope but similar in importance.

Building block 1: Scientific assessment, monitoring and early warning capacity

Rationale

Make UNEP a leading authority within the UN system for scientific assessment and monitoring on the state of the global environment by strengthening the Programme's capacity and by building a network of scientific activity within the UN system as well as between the UN, the MEAs and the World Bank (WB); strengthen the Programme's capacity to provide Member States with authoritative advice on key aspects of global environmental challenges and early warning.

Options

Ask GMEF/UNEP to take immediate action to implement the following measures:

- Create the position of a chief scientist at UNEP. While the exact terms of references for this function have to be decided by the GMEF/UNEP, main tasks should include:
 - i. Management of scientific assessment, monitoring and early warning work of UNEP
 - ii. Provision of policy makers/governments with authoritative scientific knowledge on the state of the environment and early warning
 - iii. Interaction with scientific work of MEAs and submission of integrated reports to political decision-making organs
 - iv. Identification of emerging threats and information to the respective UNEP policy bodies, including information relevant for early warning purposes.
- Encourage user-friendly presentations of environmental assessments and policy responses.
- Encourage UNEP to partner systematically with research institutions, academies of science and scientific societies to access research and in-depth expertise.

- Establish the Environment Watch Strategy Vision 2020 as a global information network system to monitor the world's environmental situation. Call upon countries, scientific partners and financial institutions to contribute to the implementation of the Strategy. The Environment Watch Strategy should draw on other available resources such as the scientific work of MEAs, the WB, Earth Watch and resources supported by academic institutions.
- Strengthen connectivity with geographical (national, subregional, regional) and thematic networks in the framework of Environment Watch Strategy and ensure complementarity and coherence of external contributions to the Strategy.
- Connect UNEP scientific capacities to the Global Earth Observation System of Systems (GEOSS).

Ask the GA

- To request scientific bodies of multilateral agreements to contribute to and cooperate with the Environment Watch Strategy and to conclude agreements with the UNEP secretariat in order to define the roles and responsibilities of each of the institutions in the network.

Building block 2: Coordination and cooperation at the level of agencies

Rationale

Strengthen the capacities of UNEP, including through the Environment Management Group (EMG), to cooperate and coordinate with other UN entities and the WB on environmental issues. Enhance the capacities within the UN system to integrate environmental objectives into related areas such as development cooperation, trade, health.

Options with regard to operational work

Further improve cooperation between UNEP and UNDP by fully implementing the existing Memorandum of Understanding (MoU) between them.

Establish a process in the secretariats of UNEP and UNDP to further clarify the respective roles of both UNDP and UNEP in regard to the implementation of the Bali Strategic Plan for Technology Support and Capacity-building (BSP) as well as the two Programmes' interaction with the International Financial Institutions and MEAs in that regard; amend the existing MoU between UNDP and UNEP accordingly and report to GMEF/GA on the progress achieved.

Elaborate a joint MoU for UNEP, UNDP and WB/GEF clarifying the role of each organisation in the implementation of the BSP.

Establish joint units between UNEP and other UN agencies to deal with issues that require close cooperation and coordination, following the model of the joint OCHA/UNEP unit for disaster preparedness.

Strengthen UNEP's role within UNDG by tasking UNEP with the chairing of the environmental subgroup of UNDG.

Involve UNEP in "one UN" pilot countries.

Coordinate activities in UNEP more closely with technical programs through UN Regional Commissions.

Options with regard to policy work

Make better use of the Environment Management Group with a view to facilitating better coordination of policy and strategic planning among the EMG members.

Ensure better integration of environmental concerns into economic policy and strategic planning by setting up issue-management groups to deal with specific areas in the EMG.

Where necessary, associate further institutions from within and outside the UN to the work of issue-management groups in the EMG.

Charge the EMG with annually reporting to the GA on its progress in improving cooperation and on the difficulties and obstacles encountered in this endeavour.

Establish EMG as a high level committee on environmental issues of the United Nations System Chief Executive Board for Coordination (CEB). Establish regular reporting obligations on the progress of policy and strategic coordination activities of EMG to CEB.

Task the EMG with keeping a consolidated UN environment calendar in order to reduce scheduling conflicts.

Put particular emphasis on improved coherence among MEAs and between UNEP and the MEAs by urging COPs of MEAs to continuously support existing efforts to cluster activities and to establish a streamlined, cluster-wise reporting system for MEAs by which each cluster should report on its progress to the GA through UNEP.

Coordinate activities in UNEP more closely with technical programs through UN Regional Commissions.

Options with regard to mainstreaming capacities

Strengthen cooperation between UNEP and international economic, trade and financial organizations both within and outside the UN system.

Task the EMG with better integrating environmental challenges into economic strategies.

Make UNEP and MEAs formal observers on all the relevant Committees of WTO and vice versa.

Building block 3: Multilateral Environmental Agreements

Rationale

Enhance cooperation and coordination amongst MEAs, promote working in clusters and rationalise secretariat activities.

Options

Improve the work of the joint liaison group that has been convened by the secretariats of the Rio conventions by including UNEP in the group.

Establish a process under the guidance of the General Assembly, and with the assistance of UNEP, to initiate the thematic, programmatic and administrative clustering of Multilateral Environmental Agreements in the following areas:

- Conservation (Biodiversity [CBD; Migratory species, UNCCD]; Forests; in collaboration with Ramsar; CITES and the Whaling Commission)
- Global Atmosphere
- Hazardous substances (Chemicals [PIC, POPs, SAICM, Basel Convention])
- Marine and Oceans

In order to reduce the frequency and duration of MEAs COP meetings, MEAs in each thematic cluster are called upon to coordinate and streamline their meeting schedules and hold the meetings back to back or, where appropriate, jointly or in parallel.

The governing bodies of MEAs taking part in thematic clustering are called upon to design and implement proposals for:

- i. joint institutional structures with joint secretariats
- ii. joint administrative structures with a view to create common legal, financial and conference services and joint reporting to the GA through UNEP.
- iii. joint scientific structures for research, assessment and monitoring, including strategic planning and resource allocation
- iv. joint programmatic structures in the areas of strategic guidelines and planning, implementation, capacity building, technology support and evaluation.

The GA is asked to set a timeframe for the implementation of the thematic clustering and subsequent set up of joint structures.

MEAs are called upon to improve their participation at regional environmental meetings and interaction with UNEP regional offices as well as with regional organizations and relevant UN agencies that have activities on a regional level.

Ensure that all country-related activities of MEAs are coordinated among themselves, with the government of the host country as well as within the UN system.

Ensure that MEAs' support at country level to activities of UNDP, UNEP and the IFIs is consistent with the objectives of the Bali Strategic Plan.

Set up a process 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.

Ensure that any savings resulting from improved coordination and cooperation of MEAs are used to increase implementation activities.

Building block 4: Regional presence and activities at the regional level

Rationale

Use regional offices of UNEP as entry points for scientific activities and capacity-building.

Options

Strengthen the links between UNEP's regional offices and relevant scientific networks.

Assess and expand ongoing pilot programmes jointly undertaken by UNEP and UNDP to address complex sub-regional environmental challenges.

Strengthen the links between UNEP's regional offices and regional and sub-regional organisations.

Provide UNEP regional offices with a mandate for capacity-building and technology support in regard to the implementation of the BSP.

Use UNEP's regional offices to coordinate environment-related activities with UN Regional Commissions and other regional programmes.

Building block 5: Bali Strategic Plan, capacity-building, technology support

Rationale

Deepen and broaden capacity-building and technology support throughout the IEG system and foster implementation of the Bali Strategic Plan.

Options

The Bali Strategic Plan for Technology Support and Capacity-building should serve as the overarching guiding framework for operational activities of MEAs, UN agencies and the International Financial Institutions at country level.

The UNDG should take immediate action to approve policies and procedures related to environmental sustainability and to appropriately integrate them into the Guidelines for UN Country Teams on preparing Common Country Assessments (CCA) and United Nations Development Assistance Frameworks (UNDAF).

Ensure that UNDAFs and PRS adequately reflect the needs expressed by governments in regard to the implementation of the BSP.

Ensure that capacity-building and technology support related to the implementation of the BSP becomes an integral part of national development frameworks.

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 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 BSP.

Integrate advisors of UNEP in UN country teams, where appropriate.

Promote public-private partnership in the areas of technology support and capacity building.

Building block 6: IT, partnerships and advocacy

Rationale

Strengthen key support functions relating to IEG such as the use of IT, expanded partnerships and advocacy activities.

Options

Support clustering of MEAs by making better use of IT. Promote electronic meetings instead of physical gatherings.

Strengthen virtual scientific platforms dedicated to specific environmental issues.

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, allowing participants to

- exchange up-to-date information on thematic and geographic activities
- exchange advice, lessons learned and best practices
- set up electronic conferences.

Use IT for on-site capacity building through Advanced Distance Learning and build on experiences made with the CSD Learning Center.

Make better use of partnerships with science, civil society and business and adapt UN rules and regulations in order to facilitate such activity.

Encourage UNEP to establish a partnership forum to enhance and promote cooperation.

Develop a common environmental advocacy and information strategy within the UN system and between the UN system and the MEAs.

Building block 7: Financing

Rationale

Improve financing for the IEG system and for environmental activities through timely and adequate funding.

Options

Strengthen the financial basis of UNEP through

- better balance between earmarked and non-earmarked resources
- continued application of the indicative scale of assessment
- systematic use of result-based budgeting.

Assess financial needs and, if appropriate, increase the financial basis of global environmental policy implementation and capacity-building through

- a standardized financial tracking system providing a comprehensive overview of environmental expenses in the UN system
- new focal areas, as appropriate, in the GEF and increased replenishments
- a funding structure within UNEP able to receive private donations
- consolidate the accounting infrastructure of similar MEAs.

Make more efficient use of existing resources by

- facilitating cooperation and coordination of environmental activities to avoid duplication of efforts
- ensuring more effective direction of resources into capacity building and technology support (implementation of the BSP, strengthening of regional offices), based on a demand-driven approach
- facilitating cooperation and coordination and utilizing synergies among MEAs
- providing guidance on how to simplify and mainstream reporting procedures
- combining acquisition services of co-located MEA secretariats.

Conclusion and proposal

The abovementioned options to enhance IEG within existing mandates and institutional frameworks are firmly rooted in intergovernmental decisions taken over the past decade, in particular the Cartagena outcome and the Bali Strategic Plan. Although a number of

delegations have expressed doubts during consultations that a better implementation of such decisions would be possible today without changing fundamentally the IEG-system, many delegations who prefer a step-by-step approach to improve IEG would like to give this incremental approach a chance: they refer to the stronger political interest and dynamic for implementation today and see it as a key task of the GA to give political support to those efforts.

The Co-Chairs therefore propose that on the basis of options mentioned in this chapter, the GA should take a decision on strengthening environmental governance during the 62 General Assembly by the end of the year.

The decision on and implementation of some of the above mentioned options might go beyond the purview of the GA, but the GA could give political support for the options, ask COPs of MEAs for stronger cooperation and task the GMEF with engaging in the respective direction.

The GA should also decide to closely monitor its decisions in order to ensure more thorough implementation.

4. The broader transformation of the IEG system

A number of delegations have developed farther reaching proposals with regard to the IEG. Such proposals focused on strengthening a global environmental pillar by building a stronger network of institutions beyond the present mandates and on transforming UNEP into an UNEO. Some delegations also raised the issue of the global intergovernmental architecture and the possibilities to enhance and simplify the complexities of the present system and the relationships among intergovernmental bodies.

The environmental pillar

While building on the strengthening of the present system, UNEP should be transformed into a central pillar of the environmental activities of the UN system by

- enhancing its legal status,
- expanding its mandate,
- deciding on the issue of universal membership and the composition of relevant organs
- building-up an institutional structure similar to those of other specialized agencies,
- securing funding for such an upgraded body as well as more stable and sufficient funding for environmental activities and
- transforming GMEF with universal membership into the supreme intergovernmental body to UNEO.

It was argued that such an initiative would have the following advantages:

- it would add political weight to incremental improvements,
- strengthen the ability and the means for better resource mobilization, capacity-building and cooperation with public administrations at regional and national levels,
- it would improve technology support and assistance for the implementation of MEAs.

While few delegations were strongly opposed to such ideas, others expressed an interest in exploring the concept further. Many delegations – while not having a final position - have stressed the importance to remain open-minded on the issue of a broader transformation of the IEG-system in view of the evolving discussions in the international community on scientific findings, new policy orientations and the challenges of operational delivery. Some delegations, while agreeing on the necessity of a broader strengthening of a UN environmental pillar, proposed to explore other organizational models than the creation of a specialized agency: they suggested that a consortium or a network of environmental institutions, serviced by a common and integrated secretariat, might offer better solutions than the creation of an agency.

Intergovernmental bodies

Few delegations have focused on the respective roles of the GA, ECOSOC, CSD, COPs of MEAs, governing bodies of related UN agencies, in particular UNEP, and the World Bank. No proposals have been made to change fundamentally the mandate and function of these bodies within the global IEG system. There is a broad recognition though, that decisions in the aforesaid fora should be better linked to one another and that roles

should be clarified. A more coherent way of addressing some of the pending issues could be found through a multi-year work plan and the development of a common understanding of the different roles and responsibilities of each organ. This idea as well needs further exploration.

In this context the importance of a more sustained engagement of the GA in monitoring the implementation of decisions, in discussing interlinkages between the work of different bodies and in giving policy direction has been mentioned. While some delegations consider the present structures of the GA sufficient, others have proposed that a more specialized body should be created.

Some delegations are of the view that the establishment of a distinct body composed of members of the GA, the ECOSOC, the GMEF and the WB, in analogy to the Peace Building Commission, might help to enhance the effectiveness of the IEG.

Finally, and taking sustainable development as a framework, it was proposed that UNEP, UNDP and GEF should work together through a small, joint structure, with each organization associating its closest partners (e.g. UNEP rallying the MEAs and other environmental organizations). Such a structure could be lead by the heads of the three organizations and supervised by the GA or by a Council of Ministers modeled on the Board of the GEF. It could eventually replace the EMG.

Conclusion and proposal

In order to address aspects of a broader transformation of the IEG and in complementing the proposals for the building blocks, the Co-Chairs propose the following

- To continue the informal consultations of the GA on the need and the possibilities for a more coherent environmental governance system beyond the present structures, legal status, mandates and financial basis.
- To decide not later than by the end of the 62nd session of the GA on the terms of reference for formal negotiations on a broader transformation of the IEG system which should start no later than the beginning of the 63rd session of the GA.

List of Abbreviations

BSP	Bali Strategic Plan for Technology Support and Capacity-building
BWI	Bretton Woods Institutions
CBD	Convention on Biological Diversity
CCA	Common Country Assessments
CEB	United Nations System Chief Executive Board for Coordination
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
COP	Conference of the Parties
CSD	Commission on Sustainable Development
EMG	Environment Management Group
GEF	Global Environment Facility
GMEF	Global Ministerial Environment Forum
IEG	International Environmental Governance
IFI	International Financial Institutions
MEA	Multilateral Environmental Agreement
MoU	Memorandum of Understanding
PGA	President of the General Assembly
PIC	Rotterdam Convention on the Prior Informed Consent Procedure for Certain Hazardous Chemicals and Pesticides in International Trade
POPs	Stockholm Convention on Persistent Organic Pollutants
PRS	Poverty Reduction Strategy
SAICM	Strategic Approach to International Chemicals Management
UNCCD	United Nations Convention to Combat Desertification in Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNFCCC	United Nations Framework Convention on Climate Change
WSOD	World Summit Outcome Document



CBD

**Secretariat of the
Convention on Biological Diversity**

22 May 2007
International Day for Biological Diversity



Biodiversity and Climate Change

Statement

by

**Ahmed Djoghlaf, Executive Secretary of the Convention
on Biological Diversity**

to the

**Expert Panel on International Environmental
Governance**

New York, 1 May 2007



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Co-Chairs,
Ladies and gentlemen,

The United Nations Organization was established in San Francisco on 24 October 1945, in the aftermath of the most devastating war waged by humanity against itself, in response to people's cry for international peace and security. It was established based on the strong conviction that multilateral cooperation is the most powerful instrument to promote and maintain peace and security in the world. For the last 61 years, the United Nations has played an irreplaceable role in maintaining peace and security in the world. In 2001, it received the Nobel Peace Prize as a worldwide recognition of its unique contribution to the promotion and maintenance of international peace and world security.

Three years later, by awarding the Nobel Peace Prize to Prof. Wangari Maathai in 2004, the Nobel Committee for the first time in its history recognized the security component of the environment. A couple of days ago, on 17th April, the Security Council, again for the first time in its history, debated the question of energy, security and climate change, thus recognizing its relevance to the implementation of Chapter VII of the United Nations Charter. Climate change is one of the main drivers of the environment degradation, including unprecedented loss of biodiversity, that constitutes a major new threat to peace and human security. Indeed sustainable development is the new name for peace and security. The environment degradation including the unprecedented loss of biodiversity is the new threat to peace and human security.

In Stockholm in 1972, the United Nations Environment Programme (UNEP) was established in response to people's urgent need to address the collateral damage of the industrial revolution. It was established based on the strong conviction that multilateral cooperation is the most powerful instrument to address global environmental issues. For the last thirty-five years, UNEP has played an irreplaceable role in promoting international cooperation for the environment as well as the strengthening of the international legal regime for environmental protection. Prior to 1962, fewer than 42 international environmental treaties existed. Today, there are more than 500, of which more than 60 per cent were adopted after the United Nations Conference on the Human Environment. Forty per cent concern biodiversity. However, 70 per cent of the agreements adopted since the establishment of UNEP have a regional focus.

A new generation of multilateral environment agreements, the sustainable development agreed was born in Rio de Janeiro in June 1992. The Rio conventions, including the United Nations Convention on Biological Diversity, were born in response to people's cry for the need to reconcile environmental protection with development processes. The Commission on Sustainable Development was also established in response to such a need. Over the last 15 years, and with the financial support of the Global Environment Facility and its three implementing and seven executing agencies, the Rio conventions have played an irreplaceable role in promoting global framework for addressing the interrelated issues of climate change, biodiversity and desertification.

However, such a framework has not prevented the aggravation of the unprecedented loss of biodiversity of our planet. According to the Millennium Ecosystem Assessment, the pressure from human activities on the natural functioning of

the planet has reached such an extent that the ability of ecosystems to meet the needs of future generations is now seriously—perhaps irreversibly—jeopardized. Never since human beings first appeared on Earth has anthropogenic change to our planet's natural functioning been as destructive as it has been over the last half-century. The result has been an unparalleled extinction of biodiversity on Earth. However, the important message of the 1,395 experts from 95 countries who contributed to the Assessment is that it is possible to achieve the 2010 biodiversity target of reducing substantially the rate of loss of biodiversity. The achievement of the target will, however, require unprecedented efforts at national, regional and international level, as well as at the institutional level.

The United Nations Task Force on Environment and Human Settlements established in 1998 made it clear that the international environmental governance is fragmented and lacks global coherence. This message was echoed by the Cartagena decision adopted at the seventh extraordinary session of the UNEP Governing Council and endorsed by the United Nations General Assembly. It was further elaborated by the High-level Panel on United Nations System-wide Coherence. Thus, the report of the Panel entitled "Delivering as one" noted that more than 30 United Nations agencies and programmes are involved on environmental issues. More than 20 United Nations agencies are involved at some level on issues related to water and energy. The Panel observed that the three Rio conventions have up to 230 meetings annually. The figure rises to almost 400 days in total if we include other global environment agreements.

With regard to the Convention on Biological Diversity, more than 320 meetings have been convened resulting in the adoption of 226 decisions representing 1821 pages of documents since the first meeting of the Conference of the Parties. The Convention's Subsidiary Body on Scientific, Technical and Technological Advice (SBSTTA) convened eleven meetings and adopted a total of 121 decisions representing 1,220 individual recommendations since its first meeting in 1995. Obviously, global coherence is indeed urgently required among and within global and regional biodiversity related multilateral agreements.

Thus, the consultation of the United Nations General Assembly on the issue of the global environmental governance responds to a pressing need to promote global coherence and synergies. I would like therefore to convey to His Excellency Ambassador Peter Maurer and His Excellency Ambassador Enrique Berruga, my deep gratitude for the honor bestowed on me in my capacity as the Executive Secretary of the Convention on Biological Diversity to share with the members of the General Assembly, the measures initiated to enhance synergies and complementarities between the biodiversity related conventions. Of course, building consensus on institutional issues always requires extensive consultations and is time-consuming. However, this should not be used as a pretext to postpone measures that need to be urgently taken to enhance the efficiency of the current environmental architecture.

It is with this sense of urgency and responsibility that the 4,000 participants in the eighth meeting of the Conference of the Parties to the Convention on Biological Diversity held in Curitiba, Brazil, in March 2006 agreed on a new era of enhanced implementation of the three objectives of the Convention, namely the conservation of biological diversity, its sustainable use and fair and equitable sharing of the benefits derived from the use of

genetic resources. The new era calls for enhanced coordination with other biodiversity-related conventions, institutions and processes with a view to, *inter alia*, facilitating exchange of information, exploring harmonized reporting, developing value-added joint work programmes and exploring liaison arrangements for greater coherence in intergovernmental organizations and processes. A new era of enhanced collaboration with partner institutions was born in Curitiba:

Partnership among the Rio conventions

Since 2001, the Joint Liaison Group, which includes the executive secretaries of the three Rio conventions as well as the chairs of the subsidiary bodies of the conventions, has provided a useful framework for increased coordination, exchange of information and promoting synergistic activities. The Group prepared a paper on options for enhanced cooperation among the three Rio conventions which was welcomed by the eighth meeting of the Conference of the Parties to the Convention on Biological Diversity, by the UNFCCC Subsidiary Body for Scientific and Technological Advice at both its twenty-third and twenty-fourth meetings, and by the Conference of the Parties of the UNCCD at its seventh meeting. In adopting its decision VIII/30, the eighth meeting of the Conference of the Parties of the CBD for the first time:

- Requested the Executive Secretary to propose, through the Joint Liaison Group, specific mutually supportive actions for the Secretariats of the Rio Convention, Parties, and other organizations;
- Recognized the consideration of reduced emissions from deforestation by the United Nations Framework Convention on Climate Change (UNFCCC) as a potential mechanisms for the integration of forest biodiversity conservation and sustainable use within climate change mitigation planning;
- Recognized the potential of the UNFCCC five-year programme of work on impacts, vulnerability and adaptation to climate change to act as a nexus for collaboration and cooperation on biodiversity and climate change; and
- Called for the enhanced integration of climate change impacts and response activities within all of the programmes of work of the Convention.

More specifically, in decision VIII/2, the Conference of the Parties welcomed decision 12 of the seventh session of the Conference of the Parties to the UNCCD inviting the executive secretaries to strengthen the joint work programme including efforts to achieve the relevant 2010 biodiversity targets. Priority activities identified for the first phase of the joint work programme include:

- Assessments/development of assessment tools;
- Facilitation of consultations, coordination and information sharing; Promotion of regional and international networks;
- Support for policies promoting the inclusion of local communities and indigenous people in the development of sustainable use plans;

- Options for joint reporting.

Thus, the synergies among the Rio conventions call for complementarity of their respective work programmes. The decisions of COP-8 open up the possibility for the Parties of promoting a joint work programme similar to the one already adopted by the Convention on Biological Diversity and the United Nations Convention to Combat Desertification.

Moreover, the recently released report of Working Group II of IPCC on Adaptation and Vulnerability to Climate Change prepared by 1000 experts has once again demonstrated that adaptation to climate change is a strategic priority. It offers therefore a unique opportunity for Parties to consider promoting a joint work programme of the three Rio Conventions and its submission for adoption by their respective Conference of the Parties or the convening of a special joint meeting.

In this context, as a recent practical output of a joint activity, I also want to mention the informal consultation on the linkages between the conservation and sustainable use of forest biodiversity and climate change, including the framework of reducing emissions from deforestation, which was successfully convened with the kind support of the Government of Canada at the headquarters of the Food and Agriculture Organization of the United Nations on 17 March 2007.

Public awareness and education offer another area for enhancing the collaboration of the three Rio conventions. The celebration in 2006 of the International Year on Deserts and Desertification as well as the celebrations of the International Day for Biodiversity on 22 May, World Environment Day on 5 June, the International Day on Desertification on 17 June offered and offer ample opportunities for promoting joint activities between the Convention on Biological Diversity, the Convention to Combat Desertification and UNEP. For example, the preparation for the celebration on 22 May 2007 of the International Biodiversity Day under the theme "Biodiversity and Climate Change" has promoted a number of joint activities with the Secretariat of the Climate Change Convention. The celebration in 2010 of the International Year on Biological Diversity will provide another unique opportunity for joint activities between the three Rio conventions.

However, promoting synergies at the international level among the Rio conventions requires also enhanced coordination at the national level among the different governmental agencies involved and their respective focal points. Therefore, consideration could be given to the establishment of a joint liaison committee of the three Rio conventions at the national level. Such a committee may also include the focal points of other biodiversity related conventions.

Partnership between the biodiversity-related conventions:

Decision VII/26 of the Conference of the Parties to the Convention on Biological Diversity called for the creation of the Biodiversity Liaison Group, including the

Convention on Biological Diversity, the Convention for the Conservation of Migratory Species of Wild Animals (CMS), the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), the Ramsar Convention on Wetlands and the World Heritage Convention. Pursuant to a decision adopted at the eight meeting of the Conference of the Parties, the membership of the committee was extended to the International Treaty on Plant Genetic Resources for Food and Agriculture. Since 2004, the Biodiversity Liaison Group has held five meetings to explore opportunities for synergistic activities and increased coordination, and to exchange information. At its fifth meeting, held in Gland, Switzerland, on 14 September 2006 under the chairmanship of the Ramsar Convention, the Group adopted concrete measures for enhancing collaboration and promoting synergies. These measures include: joining forces for the provision of capacity-building; the possibility of a virtual biodiversity academy; the creation of a joint calendar; joint representation in meetings and a commitment from all conventions to celebrate the each other's international day. Thus, for example, the International Biodiversity Day will be celebrated in Montreal on 22 May as a joint celebration of the Biodiversity Liaison Group with the participation of Mr. Yvo De Boer, the Executive Secretary of the Climate Change Convention.

Since 1998, joint work plans between the Convention on Biological Diversity and the Ramsar Convention have been adopted on a regular basis with the objective of promoting the conservation, sustainable and wise use of biodiversity, especially in wetlands. The joint work plan for the period 2000-2001 was commended by the Conference of the Parties to the CBD (decision VI/21) in May 2000 as a useful example of future cooperation between CBD and other conventions. After assessing the third work programme for the period 2002-2006, the Conference of the Parties recognized in decision VIII/20 that the close cooperation between the CBD and the Ramsar Convention sets a good example in building synergies between conventions to effectively deliver the objectives of each respective convention.

The fourth joint work programme, covering the period 2007-2010, has been now finalized and has been submitted to the Standing Committee of the Ramsar Convention at its meeting in Gland, Switzerland, in February 2007. It will be submitted for the consideration of the twelfth meeting of SBSTTA to be held in Paris in July 2007. In support of the fourth joint work programme, a CBD/Ramsar meeting on scientific guidance on the links between biodiversity, water, wetlands and climate change was held on 23-24 March at the Ramsar Secretariat in Gland with the financial support of the Government of Canada.

The joint work programmes with the Ramsar Convention are a good example and demonstrate that the Parties may wish to consider promoting joint work programmes with other members of the Biodiversity Liaison group focusing on areas of common interests, including in particular, emerging scientific issues.

Parties may wish to pilot the establishment of a joint biodiversity liaison group at national level comprising the focal points of the biodiversity related conventions. The recent establishment by the Parties of the Ad Hoc Working Group on enhancing cooperation and coordination among the Basel, Rotterdam and Stockholm Conventions is

a major welcomed development. The results of the first meeting of this innovative mechanism held on 26-28 March 2007 in Helsinki may guide other relevant processes. The Parties of the Biodiversity related conventions may wish to launch a similar initiative.

Partnership between scientific bodies of the biodiversity-related conventions:

For the first time in the history of the biodiversity-related conventions, a joint meeting of the chairs of the scientific subsidiary bodies and the executive secretaries will take place in Paris on 1 July 2007 in conjunction with the twelfth meeting of SBSTTA. The meeting aims at promoting scientific collaboration among the scientific bodies of the biodiversity related conventions for achieving the 2010 biodiversity target and looking ahead to the scientific underpinnings of a possible post-Johannesburg target. The meeting will be held with the participation of the Chair and the Executive Secretary of the Intergovernmental Panel on Climate Change (IPCC).

Also for the first time in the history of the two organs, a joint meeting between IPCC experts and the Bureau of the twelfth meeting of SBSTTA was recently held in Montreal on 19-20 March 2007. The meeting was convened with a generous contribution from the Government of Canada and offered a unique opportunity to assess the implications for biological diversity of the report of the IPCC Working Groups I and II. It opened new avenues for enhanced cooperation between the two bodies as well as with the scientific body of the UNFCCC.

Moreover, the scientific bodies of the CBD and the UNFCCC met for the first time for an evening joint session in Montreal in December 2005 during SBSTTA-11, which happened to coincide with the eleventh meeting of the Conference of the Parties to UNFCCC. The emerging issues of adaptation to climate change as well as avoiding deforestation offered a unique opportunity for Parties to consider convening a joint session of the scientific body of the two Rio conventions.

The need to mobilize the scientific institutions in support to the implementation of the enhanced phase of implementation of the Convention inspired the establishment in Curitiba in March last year of a scientific partnership. Indeed a consortium of eight major scientific institutions was established including the Muséum National d'Histoire Naturelle de France, the Smithsonian National Museum of Natural History, the Royal Botanic Gardens Kew, the Royal Belgian Institute of Natural Sciences, the German Federal Agency for Nature Conservation, the National Commission for Wildlife Conservation and Development of the Kingdom of Saudi Arabia, the Mexican Secretary of Environment and Natural Resources and the Museum of Nature of Montreal. The first meeting of the consortium was held in Kew in September 2006. A plan of action was adopted which will be reviewed at the second meeting to be held in Paris in November this year.

Partnership for achieving the 2010 biodiversity target

Promoting greater cooperation through thematic clustering and setting a timeline is essential to achieving the objectives of the Convention. As rightly pointed out by the High-level Panel on System-wide Coherence, more than 30 United Nations agencies and programmes are involved on environmental issues and a number of them are actively engaged in the implementation of the objectives of the CBD, including the achievement of the Johannesburg biodiversity target. To this end, and for the first time, a Heads of Agencies Task Force for achieving the 2010 biodiversity target was established in March 2006 at the margins of the eighth meeting of the Conference of the Parties to the Convention. Serving as a platform for exchange of information among its members it promotes complementarity and maximizes collective efforts for the achievement of 2010 biodiversity target. Nine Heads of Agencies are now members of this innovative mechanism.

The first meeting of the Task Force was hosted by the Director General of IUCN in Gland on 15 September 2006. The participants agreed that there is a need to develop a common communication message to be used by the nine partners for raising public awareness and promoting outreach activities. Moreover, an issue-oriented group on the 2010 biodiversity target under the Environmental Management Group has been suggested.

Partnership with regional biodiversity-related conventions and processes:

Building synergies and complementarities with regional biodiversity conventions and processes is essential for the success of the enhanced phase of implementation of the three objectives of the Convention.

In Africa, the Secretariat is working with the African Union Commission to promote the African Convention on the Conservation of Nature and Natural Resources, as amended by the 2003 Maputo Summit of the African Union as the implementation arm of the Convention on Biological Diversity in Africa. A decision to that effect has been submitted for the consideration of the ninth ordinary session of the Assembly of the African Union Heads of State to be held in Accra in July 2007. Moreover, an agreement with the Secretariat of the New Partnership for Africa's Development (NEPAD) has been reached in February this year for promoting synergies between the biodiversity component of the NEPAD Environmental Action Plan and the work programme of the Convention on Biological Diversity.

A similar working relationship is being established with the Secretariat of the African Ministerial Conference on the Environment (AMCEN), which includes also the promotion of South-South Cooperation. In addition, at the initiative of the President of AMCEN, the Secretariat facilitated, with the generous financial contribution from the Government of the Netherlands, in convening a meeting in Montreal in November 2006 between the secretariats of Central Africa Forests Commission (COMIFAC), the Amazon Cooperation Treaty Organization and the Association of South East Asian Nations

(ASEAN). The meeting served promoting South-South cooperation among the three largest hydrological and forest basins in the world—the Congo basin, the Amazon basin and the Heart of Borneo—and was part of an initiative aimed at preparing a multi year plan of action on South-South Cooperation for the implementation of the three objectives of the Convention at the request of the Chairman of the Group of 77 and China.

Another project is to twin the African Convention on the Conservation of Nature and Natural Resources, one of the oldest biodiversity agreements in Africa with the Convention on the Conservation of European Wildlife and Nature Habitats, one of the oldest biodiversity agreement in Europe. Moreover, an agreement will be signed in Strasbourg in November this year to promote the Bern Convention as a regional mechanism for the implementation of the Convention on Biological Diversity in Europe.

In addition, a meeting with the secretariats of the regional conventions aimed at promoting protected areas will be held in Rome at the margins of the meeting of the Convention's Ad Hoc Working Group on Protected Areas. On issues related to marine and coastal biodiversity, similar working arrangements are being finalized with the Barcelona Convention on the Protection of the Mediterranean Sea as well as other regional seas programmes.

Indeed, the variety of global and regional multilateral biodiversity-related agreements can be a tremendous asset to enhance biodiversity agenda provided that efforts are guided by global coherence, enhanced cooperation and complementarity. Such coherence cannot be achieved without enhanced coordination at national level and between the various national agencies and institutions involved in regional and global intergovernmental processes.

However, the United Nations is what its Member States want it to be. The same is true for international environmental governance: the states decide. International environmental governance triggers negotiations and requires time-consuming consultation to build consensus. However, the magnitude of the environmental challenges we are facing requires urgent responses, including the institutional level. We cannot afford just to wait for perfection before we act. In this regard the strengthening of the United Nations Environment Programme is essential.

For all issues related to the protection of the environment, postponing action is no longer an option. There should be no excuses for delaying measures aimed at enhancing the global environmental architecture. Any measure aimed at providing a more integrated and coherent structure of the environmental activities of the United Nations' system will always meet the full support of the Secretariat of the Convention on Biological Diversity—the convention on life on Earth.

I thank you very much for your kind attention.

Talking points IEG, February 2007

Ambassador Enrique Berruga, Mexico

Ambassador Peter Maurer, Switzerland

Co-Chairs informal consultations of the GA on environmental governance

Visit to Nairobi

The Mandate

Mandate of the Informal Consultations of the GA is the result of a political compromise at the 2005 summit; its implementation will be linked to the overall UN reform process. The mandate has the strength and weaknesses of a compromise and uses terminology of the International Environmental Governance discussion since Carthagena in asking us to look into enhanced

- Coordination
- Policy coherence through better policy advice
- More integrated research
- Implementation of agreements
- Mainstreaming of environmental activities in the SD framework

One can criticize the vagueness of the mandate (explore the possibility of improvements – and indeed, many delegations throughout our work were urging the Co-Chairs to clarify purpose and direction of our consultations). One can also understand the mandate as an invitation to be innovative and to use the political space created by vagueness. It is in this sense that the two Co-Chairs have understood their role and they urged delegations in New York, Nairobi and in the capitals to act accordingly.

In this context we appreciate all efforts aimed at giving direction to the work on IEG, which is largely institutional and procedural in nature. As on other occasions, form follows strategy: we have to know why we want to improve or change the governance structure.

Options of enhancing IEG within the existing framework

First round of consultations confirmed among all members of the UN, in the framework of GA, key elements of the analysis undertaken by different foras of environmental specialists over the past years:

- The persistence of environmental degradation
- The fact that the present system does not respond in terms of efficiency and effectiveness adequately to the challenges
- The need for a legitimate platform on which one can discuss different options of global environmental policies
- The dilemma between the fragmentation of the present system – which is responsible for a certain amount of inefficiency, and the importance to provide countries with specific advice
- The importance to change focus from norm setting to implementation
- The importance of capacity-building and technology transfer
- The importance of sufficient funding and more efficient funding mechanisms

- The necessity to have a clearer idea on the roles of different organs (GA, ECOSOC, GMEF, CSD)

While further discussions are necessary to foster consensus, we have heard ideas for concrete improvements on which many delegations seem to think in the same direction.

Proposals for improvements within existing institutional framework:

- Strengthen UNEP
 - / through a more stable financial structure
 - / through a better utilization of scientific resources in the course of the political process
 - / by giving UNEP a coordinating role with regard to the MEAs and by asking UNEP to present clusters of MEA reports to GA
- Revitalize EMG and thus reinforcing system wide coordination of environmental activities through issue driven cooperation schemes instead of formalistic coordination
- Better coordinate the MEAs
 - / by thematic or geographical clustering
 - / by rationalizing administrative structures and eventually use common services
 - / by a better coordination of scientific work
 - / by back-to-back organization of COPs
 - / by working on a common long term strategic plan
 - / by common evaluations
- Strengthen the development – environment nexus and integrating the environmental activities into the SD framework
 - / through stronger UNEP – UNDP – World Bank - GEF cooperation
 - / through the integration of environmental activities into PRSP, UNDAFs, TCPR etc
- More important funds and more efficient finance
- Stronger partnerships and inclusion of major groups in decision-making process
- A more integrated and stronger research system focused on informing the political decision-making process and equipped with an early warning function
 - / WHO's reaction to recent health crisis' (SARS, AIDS, local crisis) as a possible model to be adapted to environmental crisis situations
 - / in this regard: report by ED of UNEP on strengthening of scientific foundations reflects well the suggestions made by delegations in NY)

Differences in approach – topics to be discussed

Four areas to deepen in further discussions:

Firstly

Differences in approach are primarily linked to creation of new institutional framework: one group would like to work on the basis of present institutions, another is of the opinion that only a new institutional framework can effectively implement necessary reforms. Such a framework could be

/ the creation of an institution by transforming UNEP into a UNEO

/ a more developed network of institutions

/ an institutional roof with a legal personality covering all UN institutions and global MEAs with environmental activities

Difference is one between incrementalists thinking in terms of the present framework and transformers thinking in terms of a new institution; differences are still considerable.

Clarification is therefore important:

- Why is it so difficult, in the present framework, to implement decisions (Bali, Cartagena)? Why should there be suddenly an area of implementation?
- How would and institutional framework which could ensure better implementation look like and why should the creation of a new institution suddenly provide for better implementation?

Secondly:

Whatever the preferred institutional option is (status quo, network, roof, UNEO) more precision is important in defining the objectives we would like to achieve through IEG:

- What are applicable standards and what are the objectives to be achieved?
- What mandates does IEG need?
- What are the envisaged implementation/compliance mechanisms and what are the capacity-building measures, which are necessary?
- What is the level of finance
- What is the institutional and legal framework?

The saying that structure has to follow strategy that objectives and outputs have to be clearer in order to define the institutional structure may be true for IEG as well.

In this context, a more profound exploration of the possibilities offered by new technologies is important:

- Can we create virtual platform, which will help us to overcome fragmentation?
- Can we create new communities of interests through enhanced connectivity and interoperability of institutions?
- Can we have real impact through virtual platforms?

In view of the different sensitivities within the UN membership a careful balance between compliance and capacity-building measures seems to be crucial in order to foster a compromise on IEG.

Those proposing improvements and changes also should carefully reflect on designing strategies for implementation. What can realistically be achieved in a given timeframe? (6 months, 12 months).

Maybe this will help us have a clearer understanding of different interpretations of fragmentation, which seems to be at the heart of some of the problems:

- Is fragmentation a welcome multiplicity or an indication of inefficiencies?
- Could it be useful in this regard to make a distinction between analytical, normative and operational work.

Thirdly:

How are local, national, sub-regional, regional and global level interlinked?

Two questions might guide this discussion:

- Can we really hope that nations implement obligations without strong international institutions?
- What can a new institution reasonably contribute to national implementation?

Fourthly

Finally, we need more clarity with regard to finance and the issue of universality

- Do we envisage a voluntary, assessed or mixed system?
- And for what purpose would we use new resources?
- Do we want a new universal structure, and if so, should it comprise some limited organs?

Next steps

- Information of NY delegations on discussions in Nairobi and Paris
- Organize eventually hearing sessions with some key actors
- Draft in the framework of the consultations a proposals or options paper in view of taking decisions
- In doing so keep in mind SWC process of which we can say that HLP does similar analysis of problems as GA

Visit to Nairobi and Paris, Debriefing, 15 February 2007

Summary

The Permanent Representatives of Switzerland and Mexico convened an informal meeting in the General Assembly on 15 February during which they provided feedback to delegations on their recent visits to Paris and Nairobi. They summarized the main issues they regarded as key messages, and indicated that they would welcome written comments from delegations on their recent questionnaire up to the end of March. They also indicated that knowledgeable persons would be invited to address hearings /informal meetings on topical areas such as MEA coordination, environmental financing, etc over the next few months and that they would continue bilateral consultations, after which a paper with proposals / options would be prepared for discussion. They urged delegations to consult with their capitals and colleagues in Nairobi, as messages from the various country delegations were not always consistent.

The main points covered in their briefing were:

The visit to both Paris and Nairobi was seen a very productive, and both occasions were used to interact with individual countries and regional groups. It was clear from both meetings that political leadership was required for meaningful reform of environmental governance. Many delegations were of the view that with a new Secretary General and a new Executive director in UNEP a window of opportunity existed for progress.

There was a clear and growing awareness of the developmental and political relevance of environmental challenges. Addressing the governance structures dealing with the environment was an issue that could not be dealt with by only Environment Ministers, but required the involvement of other Ministries and interest from Heads of State and Government. Gradual progress in reforming environmental governance was broadly viewed in a positive manner and many countries expressed a desire for improvement in the existing institutional framework. Number of delegations expressed their expectation that the GA process would contribute to further clarification of areas of agreement and allow for in depth discussions were necessary.

Although UNEP is widely regarded as the principal environment body of the UN system, many activities were still being undertaken or discussed outside its sphere of influence (i.e. climate change, biodiversity loss, ecosystems degradation, etc). Linked to this fragmented approach is the increasing concern that present environmental challenges are of such magnitude that the current governance system can not effectively cope with it. Obvious weaknesses of the present system include insufficient coordination within the UN system, proliferations of MEAs, inadequate implementation of legal and political obligations and unpredictable funding. Positive developments are under way at UNEP and in the IEG system overall, but such developments are seen as insufficient to cope with the fragmentation and inefficiencies of the of the system, of the reform agenda and of the political process.

More coherence is required among the various inter-governmental processes, such as those dealt with in the GA, ECOSOC, the CSD and others. The need for such inter-linkages is especially prudent as the developmental and security aspects of continued environmental degradation are gaining more recognition - it therefore has cross cutting

relevance. Delegations also discussed the potential of new technologies which would enable connectivity and interoperability of the different parts of IEG on a more regular day-to-day basis

Many different approaches have been proposed for changing the institutional structures dealing with the global environment, but it would be valuable to first ascertain what such structures should deliver – i.e. place the functions before the format.

Growing support has been expressed for the strengthening of UNEP, and for its improved scientific capacity and increased funding along more efficient mechanisms. UNEP should become the authoritative environmental voice and an important factor in the early warning, based on sound science and assessment, much as the WHO is the global voice on health. The EDs research strategy 2020 was welcomed by many delegations in this context; it was also mentioned that the creation of a position as Chief scientist could help to strengthen UNEP.

Various proposals have also been made to improve UNEP's coordinating role, and for it to foster better coherence across the UN system - through the EMG (which according to many does not need a new mandate) and also in terms of the MEA's. Some useful proposals for thematic and geographic clustering have been made in regard to the latter. It was also suggested that clusters of MEAs, in cooperation with UNEP, may develop common medium term work plans or reports in a more concise way to state parties. MEAs could also create common administrative structures, back to back meetings of the COPs, common evaluations and coordinate scientific work. Such proposals provide a good basis for moving forward with concrete suggestions. In order to live up to a more prominent coordinating role, UNEP should follow a strategy of strategic presence at key moments of decision making processes (i.e. during negotiations of UNDAFs, PRSPs or in the intergovernmental area during the TCPR).

Support has also been expressed for an increased regional presence and role for UNEP, as well as for it to have a larger role at national level. In this context expanding cooperation with UNDP is a very welcome development, particularly in terms of the integration of environment and development linkages in the UNDAF's and for environmental capacity building in a broader sense (in which UNEP should have a central role). Many delegations have also argued for a stronger role for UNEP in the GEF. In a more generic way number of delegations suggested improving the interface between normative and operational levels.

Strong emphasis was put on capacity building and in this context the implementation of the BSP is seen as the most crucial test for the effectiveness of the IEG system. The access to knowledge, technologies, legislation and methodologies and the creation of a systematic lessons learned/ best practices database are seen as important elements of strengthening the IEG system as a whole.

In this context the repeated support for expanding and intensifying partnerships between states, international organization and science communities, civil society and business were mentioned by many delegations as important elements for a more effective IEG. Some delegations suggested that such partnerships should allow for a new type of international organization for the 21st century, which would go beyond state representation.

Some issues require more reflection and further discussions among delegations, among them are:

The variety of approaches to possible changes in the institutional framework for the UN's environmental activities. Clarity is required if there should be incremental change, or transformation - and what levels of transformation could be acceptable. In this context the Co-Chairs suggested that delegations reflect on the following questions:

- Why is it so difficult, in the present framework, to implement decisions (Bali, Cartagena)? Why should there be suddenly an area of implementation?
- How would an institutional framework which could ensure better implementation look like and why should the creation of a new institution suddenly provide for better implementation?

Any changes in the institutional framework would also require further discussion on mandates and financing. In this regard, the assessments of the amount of money spent for financing the global environmental challenges differ widely. It should be determined how such funding could be more effectively utilized and what main areas of increased spending would be. With regard to the system of finance (voluntary or assessed) opinions differ but a large number of countries support the concept of indicative scales of assessments.

In this context it was also considered important to evaluate best ways of integrating different sets of legal obligations on the national level into a more coherent IEG system.

There are also differing views on fragmentation, with some viewing it as decentralized specificity and other of the view that it has resulted in widespread incoherence and inefficiencies. It was suggested that positions varied depending on whether more analytical, normative or operational issues were under consideration.

The actual focus of reforms in environmental governance also need more elaboration, i.e. whether it should be targeted at the global, regional or national level, or whether it has to be a combination of these. The questions was discussed how IEG could best contribute to national environmental protection systems.

Various models exist that can be studied to gain more knowledge on how coherence can be increased. The WIPO model provided an example of an umbrella-organization which coordinates the development, implementation and administration of international treaties in a particular area, while the creation of specialized agencies over the past years also hold valuable lessons for transformation.

In the broader discussion on support for capacity building (while widely endorsed in particular in its focus on the implementation of the Bali Strategic Plan), a focus must also be on compliance with environmental agreements. The perspectives of the north and south often differed in terms of emphasis on these and a balanced approach should be found to enable the building of environmental capacities to not only meet obligations but also to have a sustained effect at national level.

Finally, it would be important to carefully reflect on strategies for implementing decisions to strengthen IEG and delegations were encouraged to frame their proposals in achievable objectives within short, medium and longer term timeframes.

2 February 2007

**Statement of H.E. Ms. Sheikha Haya Rashed Al Khalifa,
President of the 61st Session of the General Assembly,
on the Occasion of the Paris Conference for Global Ecological
Governance**

Mr. President,
Ministers,
Ladies and gentlemen,
Dear friends,

I should like first of all to thank the President of the French Republic, Mr. Jacques Chirac, for his kind invitation to participate in this important conference.

I should like to pay a well-deserved tribute to you, Mr. President, for this worthy initiative.

It bears witness to the strength and consistence of your personal commitment, and that of France, to a more responsible environmental governance.

For the irresponsible management of our environment today continues to expose humanity to grave danger.

Your excellencies, Ladies and gentlemen,

The Earth belongs to everyone.

It is the responsibility of us all to avoid making future generations live on a planet that has been ruined by human activity.

It is of serious concern that pressure from the industrial society has left a heavy ecological mark on human society which exceeds the regeneration capacities of nature.

Without a radical change, we will all ultimately find ourselves in a situation of generalized precariousness.

We must therefore agree on an overall strategy that will reflect our shared will to ensure that the requirements of economic growth take environmental and social considerations fully into account.

We must take control of our needs and our methods of consumption. This will enable us not only to improve the living conditions of all, particularly the most impoverished, but also to ensure the long-term availability of natural resources.

In this context, we need clear objectives and strong ecological governance at the global level, a concept that continues to elude us.

I am convinced that the United Nations General Assembly is the ideal forum for concerted action by the international community in this vital area.

Indeed, the General Assembly is currently holding informal consultations on this very issue in New York.

I urge Member States to pursue those consultations with even greater determination in order to achieve tangible results.

I hope that the outcome of the Paris Conference will feed into our future deliberations, particularly the ministerial meeting on the environment in Nairobi.

In view of the many challenges posed by environmental degradation, it is now time for action.

We must, without further ado, agree on the definition of an institutional framework that will enable us to take more effective and efficient collective action.

The credibility of our multilateral system and the future of humanity are at stake.

Thank you.

Talking points IEG, February 2007

Ambassador Enrique Berruga, Mexico

Ambassador Peter Maurer, Switzerland

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The Mandate

Mandate of the Informal Consultations of the GA is the result of a political compromise at the 2005 summit; its implementation will be linked to the overall UN reform process. The mandate has the strength and weaknesses of a compromise and uses terminology of the International Environmental Governance discussion since Carthagena in asking us to look into enhanced

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- Implementation of agreements
- Mainstreaming of environmental activities in the SD framework

One can criticize the vagueness of the mandate (explore the possibility of improvements – and indeed, many delegations throughout our work were urging the Co-Chairs to clarify purpose and direction of our consultations). One can also understand the mandate as an invitation to be innovative and to use the political space created by vagueness. It is in this sense that the two Co-Chairs have understood their role and they urged delegations in New York, Nairobi and in the capitals to act accordingly.

In this context we appreciate all efforts aimed at giving direction to the work on IEG, which is largely institutional and procedural in nature. As on other occasions, form follows strategy: we have to know why we want to improve or change the governance structure.

Options of enhancing IEG within the existing framework

First round of consultations confirmed among all members of the UN, in the framework of GA, key elements of the analysis undertaken by different foras of environmental specialists over the past years:

- The persistence of environmental degradation
- The fact that the present system does not respond in terms of efficiency and effectiveness adequately to the challenges
- The need for a legitimate platform on which one can discuss different options of global environmental policies
- The dilemma between the fragmentation of the present system – which is responsible for a certain amount of inefficiency, and the importance to provide countries with specific advice
- The importance to change focus from norm setting to implementation
- The importance of capacity-building and technology transfer
- The importance of sufficient funding and more efficient funding mechanisms

- The necessity to have a clearer idea on the roles of different organs (GA, ECOSOC, GMEF, CSD)

While further discussions are necessary to foster consensus, we have heard ideas for concrete improvements on which many delegations seem to think in the same direction.

Proposals for improvements within existing institutional framework:

- Strengthen UNEP
 - / through a more stable financial structure
 - / through a better utilization of scientific resources in the course of the political process
 - / by giving UNEP a coordinating role with regard to the MEAs and by asking UNEP to present clusters of MEA reports to GA
- Revitalize EMG and thus reinforcing system wide coordination of environmental activities through issue driven cooperation schemes instead of formalistic coordination
- Better coordinate the MEAs
 - / by thematic or geographical clustering
 - / by rationalizing administrative structures and eventually use common services
 - / by a better coordination of scientific work
 - / by back-to-back organization of COPs
 - / by working on a common long term strategic plan
 - / by common evaluations
- Strengthen the development – environment nexus and integrating the environmental activities into the SD framework
 - / through stronger UNEP – UNDP – World Bank - GEF cooperation
 - / through the integration of environmental activities into PRSP, UNDAFs, TCPR etc
- More important funds and more efficient finance
- Stronger partnerships and inclusion of major groups in decision-making process
- A more integrated and stronger research system focused on informing the political decision-making process and equipped with an early warning function
 - / WHO's reaction to recent health crisis' (SARS, AIDS, local crisis) as a possible model to be adapted to environmental crisis situations
 - / in this regard: report by ED of UNEP on strengthening of scientific foundations reflects well the suggestions made by delegations in NY)

Differences in approach – topics to be discussed

Four areas to deepen in further discussions:

Firstly

Differences in approach are primarily linked to creation of new institutional framework: one group would like to work on the basis of present institutions, another is of the opinion that only a new institutional framework can effectively implement necessary reforms. Such a framework could be

/ the creation of an institution by transforming UNEP into a UNEO

/ a more developed network of institutions

/ an institutional roof with a legal personality covering all UN institutions and global MEAs with environmental activities

Difference is one between incrementalists thinking in terms of the present framework and transformers thinking in terms of a new institution; differences are still considerable.

Clarification is therefore important:

- Why is it so difficult, in the present framework, to implement decisions (Bali, Cartagena)? Why should there be suddenly an area of implementation?
- How would and institutional framework which could ensure better implementation look like and why should the creation of a new institution suddenly provide for better implementation?

Secondly:

Whatever the preferred institutional option is (status quo, network, roof, UNEO) more precision is important in defining the objectives we would like to achieve through IEG:

- What are applicable standards and what are the objectives to be achieved?
- What mandates does IEG need?
- What are the envisaged implementation/compliance mechanisms and what are the capacity-building measures, which are necessary?
- What is the level of finance
- What is the institutional and legal framework?

The saying that structure has to follow strategy that objectives and outputs have to be clearer in order to define the institutional structure may be true for IEG as well.

In this context, a more profound exploration of the possibilities offered by new technologies is important:

- Can we create virtual platform, which will help us to overcome fragmentation?
- Can we create new communities of interests through enhanced connectivity and interoperability of institutions?
- Can we have real impact through virtual platforms?

In view of the different sensitivities within the UN membership a careful balance between compliance and capacity-building measures seems to be crucial in order to foster a compromise on IEG.

Those proposing improvements and changes also should carefully reflect on designing strategies for implementation. What can realistically be achieved in a given timeframe? (6 months, 12 months).

Maybe this will help us have a clearer understanding of different interpretations of fragmentation, which seems to be at the heart of some of the problems:

- Is fragmentation a welcome multiplicity or an indication of inefficiencies?
- Could it be useful in this regard to make a distinction between analytical, normative and operational work.

Thirdly:

How are local, national, sub-regional, regional and global level interlinked?

Two questions might guide this discussion:

- Can we really hope that nations implement obligations without strong international institutions?
- What can a new institution reasonably contribute to national implementation?

Fourthly

Finally, we need more clarity with regard to finance and the issue of universality

- Do we envisage a voluntary, assessed or mixed system?
- And for what purpose would we use new resources?
- Do we want a new universal structure, and if so, should it comprise some limited organs?

Next steps

- Information of NY delegations on discussions in Nairobi and Paris
- Organize eventually hearing sessions with some key actors
- Draft in the framework of the consultations a proposals or options paper in view of taking decisions
- In doing so keep in mind SWC process of which we can say that HLP does similar analysis of problems as GA



STATEMENT
23 January 2007

INFORMAL CONSULTATIONS OF THE UNITED NATIONS GENERAL ASSEMBLY

Follow-up to paragraph 169 of the World Summit Outcome on the institutional framework for the United Nations' environmental activities

Delivered by Dr Dean Bialek, Third Secretary, Australian Mission to the United Nations

Thank you for the opportunity to once again address the question of improving the coherence of the UN's work on environment issues. Australia found the exchange of views over the course of the first two rounds of informal consultations in 2006 extremely valuable, and my delegation would like to express its appreciation to you for having produced a useful and balanced summary of these consultations.

Together we identified several important areas of concern, including continuing environmental degradation, fragmentation of environment-related organisations and activities, and the heavy burden of annual MEA meetings and reporting requirements.

The recent Report of the Secretary-General's High-level Panel on System-wide Coherence made several recommendations with implications for the UN's environment activities. Ambassadors, as you noted in your introductory remarks during last Thursday's session, this informal consultative process and any established to consider the recommendations of the High-level Panel should be "complementary and mutually reinforcing". We agree. But we should be mindful of the need to avoid any unnecessary duplication of effort.

Given the broad-ranging discussions we had last year, we suggest that the next logical step is to look in more detail at some of the elements around which there appeared to be general agreement. Many stressed the need for: environmental capacity-building, particularly in developing countries; strengthening scientific knowledge, assessment and coordination; and the mainstreaming of environmental issues. Some of these issues are being addressed in other fora. For example, implementation of UNEP's Bali Strategic Plan is now underway, and the UNEP Governing Council will next month consider a strategy to strengthen science.

With this in mind, we believe that this informal process is best placed to add value in considering how to better integrate environmental considerations into the UN's development activities, including project delivery through funds and programmes. We should consider carefully whether it is an effective use of resources to retain separate operational capacities within both UNDP and UNEP, given that our normative framework long ago recognised – in the concept of 'sustainable development' – the inextricable linkages between the environment and development.

Australia has argued throughout this process that the mainstreaming of environmental activities needs to begin primarily at the national level. Capacity-building in developing countries is therefore crucial. The UN's operational activities should focus on growing this capacity from the ground up, by



assisting countries to incorporate fully environmental considerations into national and regional development programs and strategies.

In short co-Chairs, we suggest that the next logical step for this group is to concentrate on those issues where it has expertise, further refine and focus its consideration of them, and attempt to develop practical and achievable approaches and solutions. To this end, we welcome your undertaking to prepare an "options paper", and encourage you to develop real proposals for reform, concentrating on those areas where the General Assembly can best add value.

We wish you well on your travels, and look forward to hearing of the outcomes.

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.



Republic of Croatia

**First round of informal consultations
on the institutional framework for the UN's environmental activities
18 - 25 January 2007
UN Headquarters, New York**

Implementation at the country level

- 1. What are the strengths and weaknesses of international actors in the area of environment (UNEP, UNDP, other UN entities, the World Bank, the MEAs) in supporting environmental objectives in your country/your area of activity in terms of scientific knowledge, normative/policy advice and operational support?**
- Multilateral Environmental Agreements (MEAs) play an important role in regulating the processes of global environment protection and preservation in line with widely shared sustainable development goals. Further developments in this context should aim at achieving of better synergies among existing MEAs, as well as at strengthening of monitoring mechanisms at both global and national level.
 - The cooperation with a large number of international actors in the area of environment has resulted in a number of successfully conducted and implemented projects (concerning climate change, biodiversity, waste management, environmental impact assessment, environmental monitoring, marine environment protection and monitoring, sustainable consumption and production, education for sustainable development) which have helped Croatia to reach higher environmental standards in accordance with global environmental policies.
 - However, the existence of numerous international actors in the area of environment has sometimes resulted in uncoordinated initiatives and overlaps, as well as in duplication of activities. Apart from the inefficient use of resources, such approaches placed on the country a heavy burden in terms of participation in MEA processes, compliance, implementation, reporting and overall coordination at national level.
 - To date operational support to Croatia has been best developed, and the dynamics of such cooperation should be maintained in the future.
 - Croatia still lacks scientific support, expertise, assessment and co-operation in addressing its environmental priorities (air protection, sea protection, waste management).

- Croatia focuses its environmental protection to the area of waste and water management, as well as on sustainable development in interaction with energy use and environment. So far, Croatia has received little or no support in those areas from the international actors.
- 2. According to your national priorities, what activities could be developed in your country regarding scientific knowledge, normative/policy advice and operational support?**
- The activities which could be developed in Croatia relate to the development of international expertise in the field of marine environment.
- 3. How can interaction between your country and the different entities as well as among these entities be improved at country level?**
- By organizing workshops focused on environmental issues at both global and national level. This step should be considered as a preparatory phase for launching joint interdisciplinary projects which would address the specific environmental needs of the country.
 - By organizing regular periodic meetings which would consider the sum of policy instruments, financing mechanisms, rules, procedures and norms that help the regulation of national environmental protection, in compliance with the latest developments in global environmental governance and specific mandates of actors present at national level.
- 4. What is your assessment of the advancement of the implementation of the Bali Strategic Plan and other elements of the Cartagena outcome and how can implementation be improved?**
- Croatia is committed towards the implementation of the Bali Strategic Plan which will provide developing countries and countries with economies in transition with capacities to protect the environment nationally and globally, and serve as a tool for strengthened international environmental governance.
 - Croatia has already started activities linked to the strengthening of capacities, as well as to the development of environmental management tools and instruments to assess environmental state and trends. In this regard, we are looking forward to strengthen cooperation with UNEP. At the same time, Croatia is ready to share its expertise in carrying out environmentally sustainable projects in other countries, especially those in Africa.
 - The UNEP-GEF project “Development of the National Biosafety Framework” was successfully implemented in Croatia from February 2003 to December 2004. The main objective of this Project was the preparation of a National Biosafety Framework in accordance with the relevant provisions of the Cartagena Protocol on Biosafety.
 - Presently, the GMO issue in Croatia is regulated by the Act on Genetically Modified Organisms (OG 70/05), which entered into force on 17 June 2005. The Act regulates the handling of genetically modified organisms (GMOs), products containing and/or consisting of, or originating from GMOs, contained use of GMOs, deliberate release of GMOs into the environment, placing on the market of GMOs and products containing

and/or consisting of, or originating from GMOs, handling, transportation and packaging of GMOs, managing waste resulting from using GMOs, liability for damage caused by unauthorized use of GMOs, competent authorities for implementation of this Act, and performing administrative and inspection supervision over the implementation of this Act. The Act also partially transposes provisions of relevant EU Directives. Further transposition is ongoing and full transposition is planned for the end of 2008.

5. How can countries be better supported in their effort to integrate environmental objectives into development planning and operation as well as economic policies? How can environmental objectives be better addressed in situations of natural disasters and complex emergencies?

- Croatia has successfully integrated environmental objectives into its development policy and environmental protection is not seen as a burden to the development.
- International actors are invited to give technical support for and/or co-finance environmental projects which would promote further environmental initiatives as a driving force not an obstacle for business development and should be in line with a national development strategy. In case of Croatia environmental initiatives should focus on the new technologies.
- Environmental objectives in natural disasters and complex emergencies can be better addressed by better scientific data, early warning systems and good contingency plans.

Enhancement of global governance: recommendations for the different actors at a global level

6. What are your conclusions, in the light of experiences at country level, with regard to the cooperation of UNEP and UNDP, UNEP and the MEAs, MEAs among themselves, UNEP and other UN entities, UNEP and the WB?

- Good cooperation among international actors in line with national strategy and supported by national authorities is one of the most important prerequisites for carrying out a successful project.
- Lack of coordination usually causes overlaps and unnecessary duplications, as well as divergences and/or discrepancies which hinder the advancement in the state of the environment.
- At global level, efforts should be made to create a more coherent institutional framework for the UN's environmental activities. The overall goal is to strengthen the environmental dimension into the broader sustainable development agenda. These efforts should be reflected at national level, too.

7. How can cooperation and coordination mechanisms be improved within the UN system and globally?

- By increased coordination and creating synergies among various entities within the global environmental governance scheme.
- By clarifying the roles, responsibilities and reporting lines of intergovernmental, operative, financial and administrative environmental entities of the UN system, as well as consideration of possible rationalization of those entities.
- By functional clustering, like the one carried out in relation to chemicals and waste issues (Basel, Rotterdam, Stockholm conventions), which would provide an enhanced level of service and support to the parties of the conventions.

8. Can a strengthened UNEP efficiently and fully fulfill its mandate as the environmental pillar of the UN system?

- If UNEP is to become an environmental pillar to the UN system, it should strengthen its scientific, normative and analytical capacities.

9. What practical measures within existing mandates could be implemented in order to enhance the effectiveness of the UN activities on environment? Are changes in mandate for different entities necessary?

- Possible changes should be focused on the development of a more effective institutional framework for the environment which should be responsive to the needs of all countries, avoid duplication of work and improve synergies among principal actors.

Funding

10. What are the strengths and weaknesses of present funding schemes in terms of the timely availability of sufficient funds? How can improvements be achieved?

- The existing administrative procedure concerning the approval of submitted project proposals, as well as the procedure of allocating funds for the approved ones, should be simplified and carried out in shorter time frame. It is one of the most important prerequisites for a timely and well-coordinated launching of the (approved) projects which determines all other phases of their implementation and their final results.
- It would help if the implementing agencies would consolidate as much as possible their administrative procedures before the allocation of the funds to the recipient country. The same could apply to their reporting mechanisms after the completion of the project.
- International financial mechanisms should continue to take into account environmental needs (projects) of countries with economies in transition.

Partnerships

11. How can partnerships of the global environmental governance system with civil society, business and science communities be strengthened?

- By launching more public-private initiatives.
- By fostering of entrepreneurship and partnership.
- By strengthening NGOs' work and capacities - through the involvement of the scientific community, in particular.



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, January 31th, 2007.

Excellencies:

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

It is our sincere hope that these inputs contribute 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. Enrique Berruga, Ambassador,
Permanent Representative of Mexico to the UN

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

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CUBA INPUTS FOR THE INFORMAL CONSULTATIVE PROCESS ON THE INSTITUTIONAL FRAMEWORK FOR THE UN'S ENVIRONMENTAL ACTIVITIES.

Any discussion or debate on environmental issues should fall within the concept of sustainable development, wherein preservation of the environment is one of its pillars, along with economic development and social progress.

We uphold the strengthening of UNEP, on the basis of the structures already created, mainly in the financial and scientific areas, and the decision-making forums such as the Management Council and the Global Ministerial Forum, which should fulfill their function more thoroughly.

IMPROVEMENT OF ENVIRONMENTAL GOVERNABILITY: RECOMMENDATIONS OF THE DIFFERENT ACTORS AT THE GLOBAL LEVEL

Conclusions, in light of the experiences at the country level, with regard to cooperation of UNEP and UNDP, UNEP and MEAs, between MEAs themselves, UNEP and other UN bodies, UNEP and World Bank.

The synergies between the different UN bodies, the MEAs, and others should start with their adaptation to the countries actual needs, foster the agile and transparent mechanisms so as they can address more the national priorities. Let us highlight that the needs and requirements of the developing countries are substantially different from the developed ones. The actual problems would not lie on "balancing positions between developing and developed countries", but in differentiating and privileging the developing countries in said attention. In this regard, we must:

- Improve the already created structures of the different UN Agencies, UNEP and UNDP, and strengthen the inter-agency cooperation mechanisms.
- Further strengthen with concrete actions the relation among the MEAs Secretariats, and between them and the Agencies of the UN System, especially those with an implementation character.
- Generate mechanisms within the implementation of MEAs itself that lead to differentiate and privilege the answers and the developing countries role, with more attention to statements and solution of their problems.
- Facilitate the negotiation level both global and regional of the countries, mainly of the developing ones.
- Increase actions to achieve grater participation of the developing countries representatives in the environmental forums held in the international sphere.
- Improve the control structures and mechanisms for financing on the basis of the evaluation of the implementation of the existing ones, promoting

the increase of funds without restrictions to interferences and conditioning from the developed countries.

How can the coordination and cooperation mechanisms within the UN system and globally be improved?

- Promoting the strengthening of strategic alliances.
- Demanding the fulfillment of multilateral environmental agreements.
- Favoring information sharing, access to technologies and effective financing mainly for developing countries, devoting a larger proportion of resources to the available agreements to the execution of direct projects in the countries.
- Respecting the principle of sovereignty of the States and the effective establishment of common but differentiated responsibilities, budgets accepted by all countries in 1992, and which today more than ever should be put in force.
- Improving the existing institutional structures, instead of creating new ones that lead to long, tortuous and confusing implementation processes instead of promoting environmental development of the countries.
- Favor real decision-making in environmental matters in the negotiation Forums created to that end, and which currently do not fulfill their function.

Can a totally strengthened UNEP fulfill efficiently its mandate as an environmental pillar of the UN system?

UNEP has played an excellent role in strengthening the environmental strategy at all levels. We regard it as a pillar within the UN system, because of the seriousness and commitment with which it takes up environmental issues and their solution in all countries. While there are many rough edges to be knocked, among them its cooperation with other UN agencies and national bodies, which in a way has had influence in the very state of the environment at the global level, the work has been satisfactory.

UNEP has fostered the creation of many MEAs, has noticeably contributed to the improvement of sustainable development programs and the implementation of strategic instruments such as the Bali Plan – still with deficiencies in its implementation –, the Strategic Approach for the management of chemicals to mention but a few, whose lack of progress in its implementation is due largely to the scarce will to prioritize and support the environmental issues of some countries.

In this regard, we consider that UNEP should be strengthened, on the basis of the structures already created, mainly in the financial and scientific areas, and the decision-making forums such as the Management Council and the Global Ministerial Forum, which should fulfill their function more thoroughly.

UNEP should strengthen its links with the MEAs' Secretariats, as well as its relation with the Sustainable Development Commission and other institutions both of the United Nations and at the regional and national level that have a bearing on the environment's state. In this same regard, the work of the Regional Offices should be strengthened with more resources and priorities.

What practical steps could be taken within the existing mandates in order to improve the effectiveness of the UN activities on the environment? Are changes in the mandate of the different entities needed?

The different strategic documents on environmental matters should be integrated by fostering:

- Institutional, legal and control improvements, rather than creating new structures.
- Revision of the MEAs effectiveness as instruments of the international strategy and their influence at the national levels.
- Development of methodologies for the implementation of economic mechanisms in accordance with the developing countries realities.

FINANCING.

Strengths and weaknesses of the current financing schemes in terms of opportune availability of sufficient funds. How can they be improved?

Some limitations and challenges are registered as for the financing schemes.

Limitations

- Granting of funds by the international bodies according to the priorities and issues of interest of the developed countries. The agencies, funds and programs impose regulations regarding the percent of funds assigned to each item. It is necessary that the technical assistance be ample, without conditionings.
- In the bilateral level the financial support is many times conditioned to political prerogatives and non-priority issues for the country.
- Some commercial barriers still persist, to which mostly developed countries are vulnerable.
- Scarce development of the economic and financial mechanisms that allow tackling the main environmental issues.
- Need for more strict measures that allow effectively fulfilling the Official Development Assistance (transfer of financial resources are ever decreasing as well as technology transfer commitments.)
- Difficult process of access to and granting of available funds, being polarized toward a group of countries. Generally, requirements of co-

financing are established, which are difficult to fulfill for developing countries.

- **Poor integration of environmental dimensions to the strategies, priorities and activities of the economic sector.**

Challenges

- **Improvement of the economic and financial mechanisms that also tackling the main environmental issues.**
- **Strengthening of the mechanism of implementation and control of funds.**
- **Synergic cooperation between the bodies in charge of its implementation and the thematic action areas, so as not to duplicate efforts.**
- **Necessity that the financing priorities coincide with the solution of the main identified environmental issues and carry out an appropriate use of the financial resources assigned.**

Egypt

**Informal consultations of the General Assembly on the institutional
framework
for the United Nations system's environmental activities**

I would like at the outset, to welcome our co-chairs – and wish them luck and success and to wish everyone a happy and more environment friendly new year.

I take this opportunity also to associate myself with the statement made by the delegation of Pakistan on behalf of the G77 & China and would also like to thank the co-chairs for their efforts in preparing the guiding questions contained in their letter dated November 22, 2005. In the mean time I wish to state that, at this stage my delegation prefers to deal with the issue in a broader manner and make some preliminary remarks on the current status of the United Nations environmental activities:

1. From my delegation's perspective, there is a need for giving more attention to the needs of developing countries in the field of capacity building and technology transfer, assisting them in the implementation of MEAs helping in studying national needs in the field of environmental protection and developing renewable energy resources.

With regard to the operational support, more funding should be made available to the entities to enable it to better perform their role supporting the operations of projects at the national level.

Providing expertise in the fields of interest determined by national governments

2. The process and the efforts to achieve system-wide coherence through the United Nations system should be based on paragraphs 168 and 169 together. Paragraph 168 speaks of diverse and complimentary fields of the United Nations funds and programmes and their important contributions to the achievement of internationally agreed development goals. Hence, it is clear that any effort in this regard should not be a separate process, rather than an attempt to achieve these main goals and targets, including sustainable development with its mutually reinforcing pillars i.e. economic development, social development and environmental protection.

Any effort to achieve the desired system-wide coherence, including in the environmental activities, should not necessarily lead to a change in the status or structure of the funds and programmes, but should target better

coordination and coherence, including by proposing different options to tackle this issue and through a strong political commitment and at the highest level to deliver on commitments and provide technical and financial assistance to developing countries, and access to scientific research for the developing countries, which reflects the main interests for these countries.

3. As for what reasons the (UNEP) is not achieving all what is expected from it? The answer, in our view, is not because it lacks the appropriate structure of mandates, but because there is no implementation of the agreed commitments and UNEP is not provided with the needed support to perform its full mandate. We consider that there is an urgent need to strengthen the scientific base of UNEP to provide decision makers with environmentally sound choices. This should be done by streamlining existing institutions, including the coordinating bodies of the environmental activities like the EMG, to avoid duplication and ensure the efficient allocation of the already insufficient resources to respond to the current and future challenges.
4. Linked to the issue of political will is the financial assistance and the deteriorating role of the GEF, where the financial support to developing countries to implement the environmental conventions is eroding by the introduction of conditionalities threatening the fourth replenishment process.
5. It is important when we are addressing the problem of fragmentation of environment that we do not cause another type of fragmentation, this time a more serious one, which is the fragmentation of sustainable development with its three mutually reinforcing pillars.
6. I would be helpful if we could, through you co-chair, get from the United Nations Secretariat a detailed list of the special funds under UNEP and UNDP and other UN bodies that are currently financing the UN environmental activities. This list will help us to consider streamlining this funding and align it with the mandates agreed upon by member states, according to their priorities and will ultimately help in bringing the needed coherence in the system.
7. I wish to conclude with a procedural question on how you envisage the nature of the outcome of these informal consultations? And how do you intend to coordinate it with the work of the Panel on the system-wide coherence in view of their close interrelationship.

It is clear for us that we continue to have divergent views on how to handle the issue. We believe that the outcome of these informal consultations should be a negotiated outcome within our commitment to the intergovernmental nature of the process, and we look forward to discuss under your guidance any other options in this regard.

8. These kinds of questions are limiting the focus of the debate and the activities the environmental field at the level of the developing countries. We should seek a system where the treatment of the environmental issues to be at the Global level.

These questions as if environmental protection, is the responsibility of only the developing countries. And it omits what is relevant to the obligations of the developed countries.

9. However, I would like now to try to give some detailed answer to some of the questions submitted by the distinguished co-chairs:

- How can interaction between your country and the different entities as well as among these entities be improved at country level?
 - Better coordination among the entities working in the same country and improving transparency. i.e. building on existing structures and enhancing efficiencies and coordination rather than creating new ones.
 - Creating a database that link countries and their projects implemented under different entities.
 - Timely review to the objectives and projects achieved to be able to assess the success of the entities in helping the countries in putting national priorities. This would, on the other hand, avoid duplication of the same objective in more than one project.
 - UNEP should help national governments to better understand and coordinate activities including through the provision of list of special funds working under UNEP.

- How can countries be better supported in their effort to integrate environmental objectives into development planning and operations as well as in economic policies?
 - Dealing with the environmental issues in the larger contexts of the sustainable development with its economic and social dimensions.
 - Supporting countries in preparing comprehensive strategies for sustainable development, and assisting them in their implementation.

- Narrowing the gap between the global agenda in the UN and the national needs and objectives, with special regards to those of developing countries who often bare the expenses of environmental degradation caused by Developed Countries.
- Reduction of bureaucratic barriers to better implementation and coordination, and reduction of work force in the administration of these entities, making available more resources for the implementation of projects.
- Focusing and limiting the UN entities role in the management policies of national natural resources, on the scientific knowledge, normative/policy advise and operational support.

-How can environmental objectives be better addressed in situations of natural disasters and complex emergencies?

- Adequate funding for the newly established Central Emergency Response Fund CERF is key to adequate response to disasters.
- The international community should make resources available to the UN funds for natural disasters and crises, rather than waiting to mobilize such resources when disasters strike.
- The UN should respond to disasters consistently and coherently in all regions and countries.

I thank you.

**Informal consultations on the reform of the institutional framework for the
United Nations environmental activities**

EU statement January 18, 2007

Co-Chairs,

on behalf of the European Union I would like to express our gratitude for convening this meeting and thank you for all your hard work preparing it.

We appreciate that these consultations continue today and we are confident that they will be held in the same constructive spirit that characterized our exchange of views so far.

We hope that our discussions will be as interactive as possible. We would therefore like to make some initial remarks at this point and come back to certain issues and elaborate on them in the light of our debate at a later stage.

I.

Co-Chairs,

I think we all can agree that one of the preconditions for real progress in the area of sustainable development is an effective institutional framework for the environment, which should be responsive to the needs of all countries, avoid duplication of work and improve synergies among the principal actors.

The United Nations Environment Programme is the main UN body on the environment. Its tasks have grown steadily over the years without being matched by status, mandate and adequate resources.

Unfortunately, overall progress on the implementation of the Cartagena reform package has been relatively slow and has not resolved the systemic shortcomings of UNEP.

However, the EU very much welcomes the recent efforts of UNEP and UNDP for an improved co-operation, which is already beginning to bring benefits to both organizations and the implementation of UN programmes.

Likewise, the EU welcomes the efforts of the new Executive Director for the implementation of the Bali Strategic Plan and the mainstreaming of the Plan throughout the 2007 - 2009 Programme of Work.

A significant strengthening of UNEP, along the lines sketched out in Cartagena as well as in the recent announcements of the Executive Director, will help UNEP to become more effective.

In this regard, a number of initiatives could be pursued, such as

- a consistent follow-up to the Millennium Ecosystem Assessment,
- improvement of auditing and monitoring capacities,
- better co-ordination and cooperation with all relevant UN agencies, donors and international financial institutions.

We also think that, for example, donors should move from short-term earmarked funding to programmatic support for core budget activities to allow for consistent and long term planning at all levels.

In addition, while allowing for flexibility and respecting the legal autonomy of the Conferences of the Parties of MEAs, a strengthened UNEP should define strategic guidelines to promote coordination and synergies among multilateral environmental agreements.

II.

Co-chairs,

The EU welcomes the outcome of the 2005 World Summit regarding system-wide coherence in the area of the environment as well as the relevant recommendations of the report of the High-Level Panel on System-wide Coherence, including those to strengthen and upgrade UNEP, to advance mainstreaming of environmental concerns and to improve co-operation of the relevant actors. These recommendations are in line with our proposals for the reform of the institutional framework for the UN's environmental activities.

The EU firmly believes that upgrading UNEP into a UN Environment Organization with stable, adequate and predictable resources and with the appropriate international standing, would enable it to fully implement its mandate and to live up to the expectations of all countries.

Such an organization should

- be built on UNEP, with a revised and strengthened mandate,
- be supported by stable, adequate and predictable financial contributions,
- operate on an equal footing with other UN agencies,
- be based in Nairobi,
- make it possible to develop the environmental dimension of sustainable development in an integrated and consistent manner,
- and co-operate closely with multilateral agencies, each using its comparative advantages to best effect.

As a normative body, it could be an authoritative global centre of excellence, a facilitator of implementation of environmental agreements and a leader and a coordinator for the environment.

As the environmental pillar of the UN, it would help to ensure stronger system-wide coherence in the area of the environment, inter alia by making better use of synergies of multilateral environmental agreements, and would contribute to the response to major threats to the global environment.

The Organization could accelerate the mainstreaming of environmental issues into the UN system by supporting the integration of the environment into development activities in close cooperation with the relevant agencies, programmes and funds.

As the authoritative body on global environmental monitoring, assessment and early warning, it could also better mobilize scientific knowledge as well as providing high quality technical support and capacity building. Performing these tasks, it should make use of existing structures, in particular the Resident Coordinator and UNDP networks.

III.

Co-Chairs,

Let me touch upon two other issues addressed in the questionnaire.

Implementation on the country level

The European Union is of the view that in order to improve implementation at the country level, priorities could include capacity-building for environmental assessment, access to and management of information, and enhancement of institutions. Also, our experience has shown the benefits of limiting the number of entry points at national level, and of further specialisation and division of labour, including by lead countries' agencies as well as joint implementation of activities. Clearing house mechanisms such as the Biosafety Clearing House are a good effort to facilitate national implementation.

Partnerships

Partnerships help to build larger constituencies and new opportunities for dialogue among all stakeholders, addressing specific needs adapted to national circumstances. The establishment of national, regional and international networks of experts needs to be enhanced and so must their evaluation capacities and accountability. The EU strongly believes that the involvement of civil society, private business and the science community is beneficial to an effective institutional framework for the UN's environmental activities. In this regard, the Commission on Sustainable Development's provides an experience that could be flagged as a best practice.

I thank you.

INTERNATIONAL ENVIRONMENTAL GOVERNANCE: NEXT STEPS

Desired Outcome

- A strengthened international environmental governance system, built on existing mechanisms and structures.
- One body responsible for overseeing the coordination of environment activities across the UN including through improved provision of services to member states and levels of cooperation and coordination with other international organisations.
- A flexible and adaptable structure able to respond to emerging environmental challenges, catalyse action and take leadership.
- Mainstreaming of environment into policy and decision making (economic, trade development, security) across UN and beyond i.e. IFIs, WTO.
- Improved levels of cooperation and coordination amongst and between international organisations.
- A more streamlined approach to Multilateral Environmental Agreements; enhanced synergies, coordination and cooperation between them and reduced reporting burdens on governments and other stakeholders.
- A systemic reform of IEG, including through incremental but significant steps, which are mutually reinforcing and deliver tangible, immediate benefits to UN environment activities.

Progress on strengthening IEG

Progress has been made on the implementation of the Cartagena Package, in particular Bali. But this has been slow. The EU believes the main reasons for this can be summarised as:

- Lack of political prioritisation of environmental issues and lack of political weight of UNEP.
- Lack of coordination, cooperation and coherence between international organisations, including those outside of the traditional environmental architecture (i.e. WTO) and those within it (over 30 UN bodies now have environment in their mandate).
- Deficiencies in national coordination between various focal points and between ministries.
- Lack of predictable, stable and adequate resources; ineffective use of resources
- Adoption of a 'silo' approach to environment, economics and development and the lack of integration of environment into other policy areas (e.g. trade).

- Proliferation of Multilateral Environmental Agreements (MEAs) and the resulting fragmentation of environmental architecture; there are over 500 MEAs (regional and global, with different secretariats, memberships etc).
- Inadequate identification and scientific assessment of environmental issues and strategic programming, due to limited resources and mandate of UNEP.
- Ineffective implementation, compliance and enforcement of environmental commitments / agreements at national level, and funding for implementation.
- Non state actors e.g. business, NGOs and scientists are having an increasingly influential role in environmental governance. This does not work in a structure, which is focused on the role of state-actors.

Vision for a new institutional framework

The EU suggests the following characteristics to guide an effective and efficient system of IEG:

- Strong and well functioning institutions.
- IEG should operate as a coherent “system” with reasonable cooperation and coordination, regular communication and a shared sense of direction among its various elements.
- Transparency and accountability between institutions.
- Ensure implementation of decisions and commitments.
- Division of labour based on comparative advantage to avoid duplication or gaps in activities.
- The IEG system should seek to incorporate environmental concerns and actions within other areas of international policy and action, and particularly so in the context of sustainable development.
- Mechanisms to facilitate the above mentioned objectives (e.g. EMG, UNDG).
- Scientific knowledge should be the authoritative basis of sound environmental policy and provide information on new and emerging environmental problems. The IEG system should be seen as a knowledge-based, knowledge dissemination and knowledge-producing system.
- The institutions that make up the IEG system should be well-managed; have results based management; they should have adequate resources and should use these resources efficiently.

Vision for an upgraded UNEP: A United Nations Environment Organisation

The EU believes that the Cartagena package includes the elements for a strengthened and effective institutional framework for the environment, but not all. The relative lack of implementation of Cartagena has left many concerned that we cannot only rely on the package to achieve an IEG architecture that will meet the growing number and intensity of environmental challenges and provide a forum where political consensus can be galvanised to address these challenges.

The EU firmly believes that a more ambitious reform is required in order to achieve real change. The EU objective is not to create a new organisation, but to build on the structures and systems that are already in place. In this context, the EU is pursuing the upgrading of UNEP to a specialised agency, a United Nations Environment Organisation (UNEO).

A UNEO would:

- Be based on UNEP, with a revised and strengthened mandate and with its HQ in Nairobi.
- Be *the* environment pillar of the UN, carrying political weight and leadership.
- Have adequate, stable and predictable resources to fulfil its mandate and to allow long term business planning as well as ability to respond to environmental emergencies.
- Have a clear normative function and authority on early warning, monitoring and data collection, achieving implementation through others.
- Have a strengthened scientific base, improving evidence based policy and decision making.
- Achieve coherence and cooperation through working with and influencing other international organisations (within and outside the UN system) to ensure coherent policy and decision making (e.g. trade measures that do not contradict or trump environmental objectives).

Mandate

- Authoritative body / 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.
- Promote and facilitate implementation through improved cooperation with others (e.g. UNDP)
- Give clear policy guidance and set priorities and standards for global environmental actions, at a high level.
- Facilitate cooperation and coordinate environmental activities across the UN, at global, regional and national level.

- Mainstream environment in other policy areas to ensure policy / programme coherence.
- Facilitate cooperation and coordination as well as MEA synergies.
- Define global environmental standards and develop global environmental norms and policies as well as assisting with their implementation.

Institutional structure

The EU is of the firm view that form should follow function. The details of how the organisation should be structured should come later, once agreement has been reached on the mandate.

That said, some provisional thoughts are that a UNEO could consist of:

- Director General; Head of the Organisation.
- A Plenary Body responsible for identifying environmental priorities. Membership open to all members of the UN and with a one country one vote policy.
- An Executive Organ responsible for the budget and work programme.
- Secretariat of Senior Management, under the executive oversight of the Director General and comprising each Head of Division of UNEO.
- Strengthened regional offices in each of the five UN regions responsible for offering technical advice (e.g. to governments, other specialised agencies, regional commission and bodies) as well as guidance on environmental standards on regional and national level on a demand driven approach.
- The UNEO should work through existing structures (including One UN Pilots), in particular UNDP networks, which could support implementation of environmental programme at the countries level and the mainstreaming of environment into national development and poverty reduction strategies.
- Consultative Boards; Regional/National networks of experts.

Rationalisation of financing

In order to make the best use of its own resources, the agency could *inter alia*:

- Concentrate on clearly identified core functions, which are directly related to its overall objectives.
- Execute priority programs through the core budget, rather than through earmarked funds and extra-budgetary resources.
- Be able to program on the basis of adequate, stable and predictable resources.
- Strictly adhere to the principles and methods of results based management.
- Be accountable and have at its disposal adequate auditing as well as monitoring, evaluation and follow up capacity.

More efficient use of existing resources by:

- Facilitating cooperation and coordination of environmental activities to avoid duplication of efforts.
- Ensuring greater effective directing of resources in capacity building and technology support (implementation of the Bali Plan, strengthening of regional offices), based on a demand-driven approach.
- Facilitating cooperation and coordination as well as MEA synergies while respecting the legal autonomy of the Conferences of Parties of MEAs.
- Giving guidance for simplifying and mainstreaming reporting procedures.
- Improving global financing for environment in the framework of sustainable development; the establishment of a UNEO should not divert existing resources flows away from development, especially in the context of commitment to MDGs and other development goals.

Why this is the preferred option

Existing processes and agreements on strengthening IEG have not been supported by the necessary political weight and have not gone far enough to bring about real change and have not been implemented effectively to ensure progress. More radical reform and urgent action is required. A UNEO helps achieve this by injecting ambition and political weight.

The status and the profile of a specialized agency could give the reformed UN institution for the environment the ability and the means for better resources mobilization, capacity building and cooperation with public administrations at regional and national level (in cooperation with UNDP) helping environment ministries set ambitious priorities according to their needs, as well as support to technology transfers and assistance for the implementation of MEAs, while preserving their legal autonomy.

The Broader IEG Landscape

The EU believes the process for the establishment of a UNEO should be accompanied by a broader strategy for strengthening IEG. It needs to be achieved in the context of the broader UN Reform debate and to build on existing processes, structures and systems.

Immediate action is required within existing frameworks, in particular in the following areas:

- Improved implementation of the Cartagena Package, including the Bali Strategic Plan.
- Improving cooperation, coordination and synergies between MEAs.
- Strengthening the financial base of UNEP through a move away from earmarked funding to a better balance between earmarked and non-earmarked resources.

- Improve cooperation and coordination with other agencies, the MoU between UNEP and UNDP and the participation of several heads of agencies and the WTO in the 24th Session of the UNEP GC/GMEF are good examples of this.
- Strengthening the scientific base of UNEP through increased core staff capacity.
- Strengthening the Environmental Management Group to facilitate cooperation and coordination across and outside the UN on environmental issues.
- Re-visiting the issue of Universal Membership at UNGA64.

Other options that need to be explored include:

- UNEP potentially chairing an 'environmental subgroup' of the UN Development Group.
- Effective involvement / engagement of UNEP in One UN Pilots (report expected from EDs study in April '07).
- UNEP becoming a formal observer to the WTO CTE.

Vision for achieving a strengthened IEG

A number of processes are now open to pursue IEG reform. These include:

- UNEP GC/GMEF
- New York Informal Consultation on IEG
- UN System Wide Coherence follow-up
- French led Pioneer Group of the Friends of UNEO

New York Informal Consultation on IEG

We very much welcome the important consultations in the UNGA and look forward to a fruitful continuation of this process.

UNEP GC/GMEF

The EU believes this is the right place for decisions to be taken, which expedite the implementation the Cartagena Package. Such decisions need to be informed by and inform the work of the UNGA Group on IEG.

UN System Wide Coherence

The EU is awaiting the UN General Assembly Debate on how recommendations on SWC (including IEG) should be taken forward.

French Led Pioneer Group of the Friends of UNEO

This Group is an important forum for accelerating the high-level political momentum to be built around the UNEO. The work of the group should support the UNGA Group on IEG and the UNEP GC/GMEF. The Group should engage in open discussions with those who also favour a substantially reformed UN institution for the environment.



Statement on behalf of the Group of 77 and China at the informal consultations of the General Assembly on the institutional framework for the UN's environmental activities
New York, 18 January 2007

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.

In order to be able to make a meaningful contribution to the process, we would like to seek the following clarifications:

First, how do the co-Chairs see the present discussions to evolve and what are their expectations of the outcome of this process and how would it relate to other reform processes including the System-Wide Coherence. We believe that a better understanding of the framework of consultations would lead to more fruitful discussions.

Second, unlike last year's informal consultations, which focused on the institutional framework at the global level, drawing its mandate from Paragraph 169 of World Summit Outcome 2005, the co-Chair's recent questionnaire appears to be focused on the implementation of UN activities at the country level. We would like to know the rationale and basis for this shift in focus.

Third, G-77 has also noticed that certain new elements have been introduced for discussions such as; Partnerships of the global environmental system with civil society, business and science communities. We would like to know the reasons for doing so.

Fourth, the first set of questions, about implementation of UN environmental activities at the country level (1-5), relates to systemic issues and operational activities of the United Nations, thus falling under the purview of the debate on system-wide-coherence. The second set of questions "Enhancement of global governance" (6-9) relates to the activities of UNEP vis-à-vis other actors. Separate processes are under way to address these issues. Would it not be duplicative to address these issues in the present framework?

Honorable Co-Chairs,

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, World Summit on Sustainable Development and 2005 World Summit.

Our efforts, coupled with our political will, have proven insufficient to overcome the environmental challenges that we face today, mainly due to lack of capacity, inadequate resources, including financial, human and technical, and unfair agricultural, trade and other economic policies. Due to all these impediments, it is not entirely within the capacity of developing countries to achieve the internationally agreed developmental goals, including the MDGs, and provide better standards of living to our people, despite our best intentions.

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.

The Group would like to reiterate that “from our origins to the future . . . from Stockholm to Rio de Janeiro to Johannesburg and in the World Summit outcome”, Member States reaffirmed that “development is a central goal by itself and that sustainable development in its economic, social and environmental aspects constitutes a key element of the over-arching framework of the United Nations’ activities”. We further re-affirmed our “commitment to achieving the goal of sustainable development, including through the implementation of Agenda 21 and the Johannesburg plan of implementation”.

Honorable Co-Chairs,

We are concerned that by dealing with the issue of environment in isolation from the two other pillars of sustainable development, the aspirations for improvement in the lives of world’s poor will remain unfulfilled.

I thank you.



THE GROUP OF 77

New York
Office of the Chairman

L-010/2007

29 January 2007

Excellency,

follow-up
1

I have the honor to forward herewith the [redacted] of the Group of 77 and China, in continuation of the common position presented by the Group in its statement on 18 January 2007 at the informal consultations of the General Assembly on the institutional framework for the United Nations environmental activities.

18 January 2007

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

Ambassador Munir Akram
Permanent Representative of
Pakistan to the United Nations
Chairman of the Group of 77

H.E. Mr. Enrique Berruga (Co-Chair)
Permanent Representative of Mexico
to the United Nations

H.E. Mr. Peter Maurer (Co-Chair)
Permanent Representative of Switzerland
to the United Nations

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Common position of the Group of 77 and China on the institutional framework for the UN's environmental activities
29 January 2007

The Group of 77 and China would like to focus discussions of the institutional framework for environmental activities on the issue of strengthening international environmental governance with the view that strengthened global environmental governance is the first step towards realizing a more effective, efficient, coherent, coordinated and better-performing institutional framework for United Nations environmental activities.

The G-77 and China is participating in these discussions in the hope of securing the implementation of agreements and commitments made in important UN Conferences including the World Summit on Sustainable Development, the Millennium Summit, the Rio Conference on Environment and Development (Agenda 21), the Special Session of the Governing Council of UNEP held in Cartagena and the Bali Strategic Plan for Technology Support and Capacity Building.

We would also like to see that the implementation of agreed commitments be based on the Rio principles, in particular the principle of common but differentiated responsibilities.

We believe that the provision of new, additional as well as stable, predictable and adequate financial resources is vital to carry out the task of implementation by environmental entities. The current process should seek to address this critical issue up front and comprehensively.

There is a need to allocate adequate funds for environmental damage caused by natural disasters.

We need to create favorable conditions and a conducive atmosphere at the international level supportive of national activities to protect the environment.

Predictability and adequacy of funds for UNEP should be ensured.

The Global Environmental Facility lacks adequate resources and requires the simplification of its procedures to support the increasing number of project proposals of developing countries as well as to have increased role for UNEP in the GEF process.

The potential of the Commission on Sustainable Development (CSD) to provide guidance and coordination taking into account the three pillars of Sustainable Development should be strengthened and fully utilized.

The mandates of various organizations working in the field of environment should also be revised with a view to removing the duplication of work and ensuring coherence.

We would like to underscore the importance of promoting social and environmental corporate responsibility as well as the need for changing the unsustainable patterns of production and consumption.

In addressing the issues of environmental activities, we strongly believe that the three pillars of sustainable development should be addressed in a coordinated, integrated and comprehensive manner and that UN environmental activities should not be dealt with in isolation of the economic and social pillars.

While recognizing the expanded activities of partnerships in the context of the implementation of JPOI and their benefit to UN environmental activities, we would like to stress that partnerships are not a substitute for international cooperation and that cooperation with relevant partners should be carried out in accordance with the UN Charter and the Organization's rules of procedure. An effective assessment system should also be set up to guide partnerships in order to ensure their quality and efficacy.

The Group of 77 and China is of the view that this ongoing process should have a clear connection and linkage with the other environmental activities undertaken by the Bretton Woods institutions, as well as the multilateral environmental agreements with a view to having greater coherence.

Support participation of civil societies including environmental NGOs from developing countries in the international environmental fora.

Support the national efforts of the developing countries in terms of monitoring, assessment and reporting.

The G77 and China is of the view that the issues relating to operational activities in the field of environment at the country level should be dealt under the system wide coherence process. The responsibility for implementation of environmental commitments lies with all countries, especially developed countries taking into account the principle of common but differentiated responsibilities.

The G77 and China notes the divergence of views on how to better address the issues of an institutional framework of the UN environmental activities.

Statement by
Mr. Javad Amin-Mansour Iran
Counsellor, Permanent Mission of the IR of Iran to the UN
On Strengthening the Environmental Activities
before the Working Group
Tuesday, 23 January 2007 → 23 January
United Nations Headquarters
New York

Please check against delivery

Mr. Co-Chairs;

At the outset, I would like to associate myself with the statement made by distinguished representative of Pakistan, in his capacity as chairman of Group of 77 and China, on "strengthening the environmental activities" in this Working Group on 18 January 2007.

My delegation shares the concerns that degradation of natural resources continue to pose a major threat to human life and the environment. I think all of us are in agreement that we need to create an appropriate environment at all levels for the activities leading to conservation and sustainable utilization of all natural resource and thus further protection of the environment.

In this framework, and in line with paragraph 169 of the 2005 World Summit Outcome, we recognize the need for more efficient environmental activities in the United Nations System. Here, I would like to make several points with regard to paragraph 169 of WSO and also in reaction to your questions as well as the comments made in the previous meeting.

There are several procedural and substantive questions that should be taken into account during our discussions in this Working Group on the ways and means to strengthen the environmental activities

There are so many decisions made by intergovernmental bodies which have not yet been achieved such as the Cartagena ministerial meeting, aimed at strengthening international environmental activities and governance. The Report of the HL Panel on system-wide coherence is before us, a part of which refers to environment, without any decision from an intergovernmental body in that regard. Paragraph 169 of the 2005 WSO stresses the need for more efficient environmental activities and the need to explore the possibility of a more coherent institutional framework, including a more integrated structure. The GA resolution 61/422 on "the Report of the Governing Council of UNEP" decided to

consider the question of universal membership of the UNEP Governing Council in its sixty-fourth session. It means 3 years from now. So, there are some processes in parallel and uncertainties while addressing the issues before us.

I think at this stage we need a plan with a time frame in order to gradually consider various aspects of strengthening environmental governance and activities, based on the previous agreements.

The second question is the ways and means to tackle the existing shortages and problems and how to expedite our collective efforts in this regard.

Generally speaking, in addressing the question of strengthening environmental activities, we will be in a wrong direction if we reach certain formula, as solutions, which will not remove the existing constraints and gaps.

There exist so many decisions with regard to ways and means to strengthen international environmental governance and activities, including the decision of the 7th special session of UNEP Governing Council, held in Cartagena in 2002, whose full implementation is still a source of concern. Bali strategic plan for technology support and capacity building, as one of the outcomes of that meeting, has had no sufficient fund to be materialized. No considerable results have been achieved with regard to the coordination of MEAs. Although there has been some improvement in increasing financial resources of UNEP, partly as a result of Indicative Scale of Contribution, predictability and adequacy of funds available to UNEP has remained unfulfilled. In addition, one of the most important achievements of UNEP in 2002, which was formulation of certain criteria for enhancing compliance with and enforcement of multilateral environmental agreements, is still on the paper due to lack of adequate support and program for action.

GEF as the biggest international fund for financing environmental projects as well as the other environmental funds still lack adequate resources as well as the required simplicity in their proceedings to support the growing number of the project proposals of the developing countries in the pipelines. Moreover, UNEP and GEF should implement fully the outcome of Cartagena Session in regard to the need for an increased cooperation between the two bodies in financing and implementing projects in developing countries. There are no adequate predictable funds for environmental damages caused by influx of refugees and natural disasters. In order to address financial needs in environmental activities, the best way is to ask for the increased share of UNEP from UN Regular Budget. We need also commitments of developed countries to make new and additional contributions to environmental funds. This solution could ensure the sustainability and predictability of financing UNEP and the other environmental bodies and, therefore, affect positively the performances of such programs and organizations in environmental fields.

My delegation associate itself with some other speakers in stressing the great importance and effectiveness of the efforts of civil societies and scientific communities in protecting the environment. However, unfortunately, the international support to such organizations

and communities is not promising. The new plan in GEF-4, so called Resource Allocation Framework, decreased considerably the financial resources which were available to environmental non-governmental organizations as a part of GEF Small Grants Program. We are certain that such policies and measures will discourage the civil societies to extend their invaluable contributions to protecting the environment.

We believe partnership could provide some of the required means to advance our efforts to protect environment. Needless to reason that engagement of all actors in management and action is a key to success. However, we have to be cautious enough in materialization of this concept so that to make sure more involvements will not lead to mismanagement or exploitation of natural resources in an unsustainable manner. The achievement of partnership requires rendering due respects for relevant intergovernmental decisions and the internationally agreed principles, such as social and environmental corporate responsibility, existence of certain rules and regulations for participation of non-state actors, pursuing certain policies at all levels such as enhancing capacity building, tech transfer and strengthening civil societies. It is evident that partnership should not be counted as a substitute for international cooperation.

My delegation has no difficulty, in principle, to go along with the position of universal membership of the Governing Council of UNEP. However, we are of the view that it will not make much change in order to reach the objective of strengthening environmental institutional framework at international level. The current membership of the Governing Council provides the opportunity for all member states and observers to be present in the meetings share their positions with the others on various issues in the meetings' agendas and take part in decision making. In addition, if the concept of universal membership takes place, questions will rise again in terms of emerging differences in the structures of funds and programs at large and, therefore, the need for their adaptation. We look forward to discussing further this issue and having an agreement at 64th Session of the UN General Assembly.

Given the various mandates of UNEP and the need for their implementation, my delegation is in favor of presence and active participation of the Program at field level, provided that we reach certain levels of progress at international level which requires that presence. We are of the view that more and closer interactions between the UNEP and the governments' focal points will contribute to the achievement of UNEP mandates and will strengthen environmental activities. But an appropriate atmosphere and ground at international level would be a precondition for usefulness of such a presence. Furthermore, focusing on strengthening environmental activities at international level by this Working Group at this stage could lead to better results.

Against this backdrop, we need to increase our efforts to implement unfulfilled decisions of the intergovernmental bodies to strengthen environmental activities. Unfortunately, we have not been able to create a favorable environment and encouraging atmosphere at international level to support national activities to protect the environment. Therefore, there is a reasonable concern that establishing new international environmental body or bodies at global level will add to the complexities, rather than facilitating the current

activities.

Mr. Co-Chairs

At this stage, it seems reiterating some internationally agreed principles such as common but differentiated responsibilities and focusing on the ways and means to implement the previous decisions would be the best way to render our mandate in this working group. To this end, I would like to propose the following solutions:

1. The implementation of unfulfilled decisions of intergovernmental gatherings, related to international environmental activities and governance,
2. Provision of additional and predictable financial resources for environmental activities,
3. Extending support to the national efforts through enhancement of capacity building and tech transfer, including by implementation of Bali Strategic Plan,
4. Revising the mandates of various organizations related to environment with a view to preventing duplications,
5. Escalating scientific research activities while increasing the share of scientists from developing countries,
6. Emphasizing the social and environmental corporate responsibilities, changing unsustainable patterns of production and consumption,
7. Working on further coordination and synergy among MEAs while respecting their autonomous legal status and mandates,
8. Strengthening monitoring, assessment and reporting mechanisms at national levels.

Last but not least, it is important to refer to environmental activities in the context of "sustainable development" as the overarching framework for the UN activities. Therefore, what is meant to be done, here, is to strengthen "environmental activities", not at the expense of other dimensions of sustainable development. Moreover, my delegation believes some other important parameters, such as the achievement of internationally agreed development goals including the Millennium Development Goals by 2015, should be taken into account in the deliberations on strengthening environmental activities. The implementation of poverty reduction strategies and the integration of environmental sustainability in national development plans, at national level, are certainly the other parameters which will help further protect the environment.

13/01/07

**Statement by H.E. Mr. Jiro Kodera
Permanent Mission of Japan to the United Nations**

**At the informal consultation of the General Assembly
on the issue of the institutional framework
for the UN's environmental activities**

Mr. Co-Chair,

Let me begin by expressing my sincere appreciation to you for all you have done to ensure full and thorough preparation for the second round of informal consultation on the issue of the institutional framework for the UN's environmental activities. Japan intends to cooperate actively with other Member States in further promoting follow-up under your leadership.

As it made clear in the previous informal consultation, Japan is in total agreement on the need for closer coordination among international environmental actors in order for the full effect of implementing programmes to be achieved. Without such coordination, we will have unnecessary duplication and waste time and energy. In this context, I would note that examples of good coordination exist, such as "the Multilateral Fund for the Implementation of the Montreal Protocol" and "the Regional Forum for Environment and Health." We should follow them and consider taking necessary measures so that we may do better in this area. (Q1&6)

For its part, Japan has made it a national priority to exert efforts to arrive at a common policy proposal for the region and extend coordination with NGOs and research institutes in various relevant areas of science and policy. (Q2)

Interaction between the different entities concerned is also necessary, focusing mainly on technical cooperation and capacity building for effective implementation of programmes. That is often what is needed in developing countries. It is particularly important that, as soon as possible,

cooperation on the implementation of the Bali Strategic Plan (BSP) and the environmental views in the Common Country Assessment (CCA) and the United Nations Development Assistance Framework (UNDAF) be adopted. (Q3, 5&7)

The importance of the BSP is obvious, and Japan is looking forward to full-scale implementation and the realization of concrete results. Subsequently, an appropriate review should be conducted and further necessary measures taken to ensure that the goals that are set are achieved. With regard to the Cartagena outcome, Japan believes that we have not reached consensus to implement all the elements and should therefore give the matter further consideration. (Q4)

As regards the rapid degradation of the environment, it is becoming difficult for UNEP to offer an adequate response under the existing system. However, we should refrain from a decision based on the idea that strengthening UNEP will automatically solve all problems. To tackle current environmental challenges, cooperation from relevant environmental bodies is needed. Without it, even if UNEP is strengthened, effective solutions cannot be expected. We should accordingly be practical and flexible as we consider the best way to strengthen the UN environmental system. (Q8)

With regard to the idea of revising mandates, operations must be efficient if UN activities are to produce results. Consequently, we should discuss streamlining the system before taking up the issue of mandate change. For example, it might be conducive to rationalization of the system to implement the recommendations of the High-Level Panel, consider consolidating multilateral environment agreements (MEAs), and give UNEP the mandate of providing guidance to treaty bodies. (Q9)

Turning to the issue of funding, Japan is of the view that the Global Environment Facility (GEF) is a useful mechanism for providing resources for cross-cutting environmental projects. On the other hand, UNEP should strengthen coordination with development assistance bodies and promote resource mobilization by proposing projects that will have a specific effect

on development. (Q10)

Partnership is very important to improving global environmental governance. In Japan, the Asia-Pacific Forum for Environment and Development (APFED), in cooperation with UNEP, has developed a mechanism for promoting good practices. Japan believes that continuing efforts of this kind contribute to enhancing partnership among different entities, with the result over time at the regional level being that global partnership is promoted. (Q11)

In conclusion, we hope that we will be able to complete this informal consultation successfully. On the other hand, we need to carefully follow and coordinate this initiative with the process in which the High-Level Panel is engaged, so as to ensure it will be more effective.

Thank you, Mr. Co-Chair.



Statement by Representative of Malaysia during Informal consultations on the institutional framework of UN's environmental activities – paragraph 169 Of the Summit Outcome Document.

Date: 18 Jan 2007

Mr. Co-Chairs,

My delegation associates itself with the statement made by the representative of Pakistan on behalf of the Group of 77 and China.

Mr. Co-Chairs,

2. The state of the world's environment, by most measures, is in a decline – climate change is intensifying, species are disappearing, fish stocks are dwindling, coral reefs are suffocating, and so on. Clearly, policies and programs are not working so well, at UN level and elsewhere. And, this exercise is indeed timely to address the issue. We are in need of an effective central coordinating mechanism to provide political and conceptual leadership, to assess the state of the global environment and to contemplate methods of avoiding or reducing global environmental risk.

Mr. Co-Chairs,

3. Before answering the 11 questions, my delegation is of the opinion that the exercise to reform the institutional framework of UN's environmental must consider the following points:

- i. The exercise should preserve the intergovernmental nature of the UN;
- ii. The broad objective of the exercise must be to strengthen the ability of the multilateral system to provide solutions for environmental as well as sustainable development problem;
- iii. A strengthened system of environmental international governance should contribute to the realization of the MDGs and not be merely understood as

a cost-cutting exercise but as a way to channel new funds into sustainable development;

- iv. Basic architecture of the UN's environmental bodies were established among others to assist developing countries in achieving sustainable environment development while culminating their full integration into the mainstream of global economy. Therefore developing countries particularly the more vulnerable ones should be assisted in building sound environmental management;
- v. For middle-income countries, UN environmental system should continue to play important role in fostering sound environmental policy that would enable them to further integrate into their economic policy;
- vi. As envisage by developing countries, UN system, including its environment structure should continue o play a facilitative role in promoting south-south cooperation; and
- vii. The improve UN environment system should create efficiencies and effective implementation of the major multilateral environmental agreements.

Mr. Co-Chairs,

- 4. On the cluster of questions, here are our views.

Implementation at the country level

5. For Question 1, my delegation is of the view that to generalize the strengths and weaknesses of the international actors would be quite difficult since each of the international actors has their own strength and weaknesses. For instances, UNDP which has an office in Malaysia is able to provide greater guidance in particular for the formulation of project proposals that requires international funding such as from GEF. The locally recruited officers, due to their better understanding of the country's situation had enabled UNDP to support environmental objectives in the country.

6. As for UNEP, though not physically present in Malaysia, still serves as an integrative and interactive mechanism through which separate efforts by intergovernmental, non-governmental, national and regional bodies in the service of the environment are reinforced.

7. A stronger partnership between UNEP (normative) and UNDP (operational), in our view, would indeed be able to assist members in strengthening the analytical and

technical capacities of their national institutions and hence contributing towards better environmental governance.

8. As for the World Bank, its role and activities relating to environmental governance is quite limited. MEAs on the other hand, through the various workshops, forums and seminars organized under the direction of the COP are able to provide focused areas of support according to the need of the parties. In this regard, the key is the matching of the needs of national institutions and governments with that of the international organizations or community.

9. As for Question 2, we are of the opinion that hands on seminar and workshop regarding scientific knowledge, that serves to provide latest knowledge and practices should be encouraged.

10. With regard to Question 3, Malaysia is of the opinion that a more structured mechanism of information exchange should be put in place. We believe this will improve interactions and reduce duplication of efforts.

11. As for Bali Strategic Plan and Cartagena Protocol referred to in Question 4, we are of the view that there has been very little progress in its implementation. What is required is a more structured and more regular interaction with relevant international organizations pertaining to specific provisions of the Plan and Protocol in order to facilitate their implementation at the national level.

12. As to Question 5, we are of the view that countries can learn from case studies of success and failure experienced by others. Learning from success and failures can also better assist countries in managing disasters and emergencies.

Enhancement of global governance: recommendations for the different actors at the global level

13. There is a need for enhancing global governance on environment matters. But this should be done without creating another layer of bureaucracy. There should be better coordination between UNDP and UNEP, and together with the various MEAs. This could be done through concerted efforts of all environmental and environment-related agencies to exchange and share information and know-how. This will lessen duplication which will lead to more efficiency in the use of resources. Greater transparency and cooperation may reduce wastage.

14. Although a strengthened UNEP may be the answer, it should not be done at the expense of existing MEAs. MEAs have specific mandates and focus provided for by the agreements establishing them. They can be more effective and efficient than enlarged UNEP for instance. A strengthened UNEP (and not necessarily enlarged UNEP) could be a central coordinating mechanism in the UN to provide political and conceptual leadership to assess the state of the global environment and to contemplate methods of avoiding or reducing global environmental risk and working out joint norms. UNEP will

be able to fulfil its role i.e. (1) to oversee the monitoring, assessing and reporting on environment issues, (2) to set agendas for standards and guidelines, (3) to develop institutional capacity to address existing and emerging problems, and (4) to develop new ideas. A proper focus needs to be given to fill gaps and build on UNEP's comparative advantage.

15. On Question 9, my delegation would like to emphasize that UNEP is an 'anchor institution' for the global environment and has the roles as we explain in Paragraph 14. Though they aren't alone in working on global issues, anchors are the glue that holds such efforts together. On that score, UNEP should be further strengthened.

Funding

16. On funding (Question 10), we are of the view that the current funding scheme is too complicated and that the UN must come up with a clear manual regarding the do's and don't on the scheme, as well as practical examples of what the funding schemes look at. Criteria alone are not sufficient since they are subjected to different interpretation at the national level. Further, my delegation is of the view that more regional forums or seminars to further explained the mechanism and modalities of the fund are needed.

Partnerships

17. On the issue of partnerships with civil society, business and science communities (Question 11), we believe such partnership is essential and should be expanded further.

Thank you.

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Statement Mexico, 23 January 2007

1. México reconoce la necesidad de una mayor coherencia entre los distintos instrumentos e instituciones internacionales en materia de medio ambiente.
2. La falta de coherencia entre las distintas instancias ambientales, dado el gran número de tratados, normas y actores genera contradicciones y dispendio actualmente observable de recursos financieros, humanos, tecnológicos, científicos.
3. El fortalecimiento del PNUMA es un paso indispensable para lograr esa coherencia en el sistema de gobernabilidad ambiental internacional. México, sin embargo, no descarta la posibilidad de apoyar en un futuro otras opciones, como la creación de un "régimen paraguas" o de un organismo internacional específico.
4. México considera que, cualquiera que sea la manera de concretar el mejoramiento de la gobernabilidad ambiental internacional, ésta debe de contemplar el reforzamiento del PNUMA para que la comunidad internacional cuente con:
 - Una asesoría científica integrada, basado en sus sistemas y redes de información y su sistema de alerta temprana, a disposición de todos los países.
 - Facultades de coordinación de los Acuerdos Ambientales Multilaterales, creando bloques temáticos que permitan una acción y políticas coherentes de las diversas agendas ambientales, proveyendo apoyo técnico en el desarrollo e instrumentación de temas transversales, cumplimiento y desarrollo de capacidades.
 - Un mecanismo de seguimiento de las decisiones de los Acuerdos Ambientales Multilaterales, que permitan identificar inconsistencias y duplicidades y proponer medidas para su eliminación.
 - Una visión estratégica de largo plazo e integrar programas de trabajo multianuales que respondan a ella, lo cual le permitiría programar los recursos necesarios para llevar a cabo su tarea y orientar sus actividades al cumplimiento de esa visión. Lo anterior evitaría que las múltiples agendas ambientales existentes sigan respondiendo a intereses de países específicos.
 - Oficinas regionales fortalecidas, reconociendo que algunos problemas ambientales se presentan regionalmente y requieren de acciones a ese nivel.
 - Dos Mecanismos Globales de Facilitación. Uno para la Creación y Desarrollo de Capacidades, que permita dar seguimiento y planear las actividades de asistencia técnica, hacer coincidir la oferta y la demanda de servicios y resaltar y dar a conocer mejores prácticas sobre un amplio

rango de proyectos; y otro sobre Información Ambiental, que provea de una fuente de información amplia y consolidada sobre temas ambientales, tendencias, resultados de políticas y riesgos en el mundo.

5. Para México, es importante que, cualquiera que sea la forma que tome la gobernabilidad ambiental, se construya con base en lo existente. Apoyamos de manera decidida que Kenia no deje de ser la sede de nuestros esfuerzos en esta materia, y que la estructura, instalaciones y personal existentes en el PNUMA sean aprovechados para tal fin.
6. México apoya plenamente que como resultado de estas consultas, los Estados Miembros de Naciones Unidas adopten un texto de resolución que defina claramente los trabajos que serán desarrollados para avanzar hacia un marco institucional coherente que permita una mayor eficiencia en las actividades ambientales del sistema de las Naciones Unidas.

MONGOLIA

(Responses to the Co-Chairs' questionnaire)

1. What are the strengths and weaknesses of international actors in the area of environment (UNEP, UNDP, other UN entities, the World Bank, the MEAs) in supporting environmental objectives in your country/your area of activity in terms of scientific knowledge, normative/policy advice and operational support?

An important counterpart for the donor community of the Mongolian government is the Ministry of Finance (MFA). This is the ministry coordinating donor contacts and financial aid. (Bi-) Annual donor meetings are organized under auspices of the MFA. Donors are moving toward aligning their support for capacity building, private sector development and governance, in line with EGSPRS objectives. The EU has been working on a donor activity matrix to improve the awareness of ongoing activities.

Cooperation within the donor community is well established, in particular between multilateral agencies (ADB, UN) and international NGOs. However, there is little or no involvement of local NGOs.

Mongolia is very dependent on Official Development Assistance (ODA), with up to 14 percent of GDP consisting of official aid, grants and concessional loans.

The five major development partners of Mongolia are the Asian Development Bank (ADB), World Bank, the United States, Japan and Germany accounting for approximately 87 percent of gross ODA. Other (multilateral) donors include the International Finance Corporation, European Union, and various UN agencies.

The *Asian Development Bank* (ADB) is the single largest multilateral donor. The strategy supports the implementation of the two major pillars of the Government's strategy: (i) stable broad-based growth and (ii) inclusive social development. The pillar of broad-based growth aims to contribute to agricultural and associated growth, increase productivity in key industries, open economic opportunities in rural areas, and widen the export base. The pillar of inclusive social development aims to contribute to increasing economic opportunities and raising and stabilizing incomes, reducing unemployment, and improving education, health, and living conditions among the poor. Governance and gender concerns are woven into operations.

The *World Bank's* recent loans with environmental content include projects on energy efficiency, rural vulnerability, pastureland management and support to technical assistance for the Ministry of Nature and Environment. The Bank has negotiated new IDA grant commitments of \$26 million for fiscal year 2006, which represents an IDA front-loading of 30% given the high likelihood that Mongolia will be an IDA loan country by the end of the IDA period, and an IDA loans-grants blend country for 2007.

UNDP has had the longest association with Mongolia and its broad policy focuses on Democratic Governance, Human development and Poverty Reduction and Sustainable Natural Resource Management. The environmental programme aims to achieve a balance between environment protection and development in the context of the fragility of Mongolia's environment and the high dependence of people's livelihood on natural resources.

USAID plays a catalytic role in addressing some of the major issues in the country, including privatization, rural finance and democracy. USAID's Gobi Initiative represented the first significant donor program outside the capital city, providing a model for other donors to follow. An extensive program of German bilateral assistance is in place in Mongolia containing several projects that target private sector development, environmental management, and the Government's regional development strategy.

Japan is Mongolia's major bilateral source of loan as well as grant assistance. Japan intends to support institutional and human resource development, rural development, environmental protection, and infrastructure development. Both the United States and Germany provide substantial grant assistance to the country. A number of other donors provide modest amounts of additional support. These other donors include Sweden (governance); Canada (rural and urban development); *Korea* (energy and health); the *Czech Republic* (health); *Russia* (humanitarian aid); *China* (housing); and *India* (information technology). Another possible and relatively unusual donor nation is the United Arab Emirates (UAE), which recently offered to help finance a hydroelectric plant in the countryside.

The European Commission adopted the current Country Strategy Paper (CSP) 2002-2006 and National Indicative Programme (NIP) 2002-2003 for Mongolia in November 2001 and cooperation activities have focused since then on rural development. Within the current CSP framework the current NIP focuses on two priorities: (1) Enhance the export potential for agricultural products; (2) Support the Mongolian reform agenda through contributing to the Poverty Reduction Support Credit (PRSC) – focus on services for rural populations. The first priority action is planned to be carried out in the 'classical' project approach pursued so far in EC cooperation with Mongolia. The second priority action (PRSC) consists of co-financing a World Bank budget support scheme. Rural development aspects will be particularly emphasised through the EC contribution. The indicative budget allocation for assistance to Mongolia is approx. 9 million EUR in total for the period 2004-2006. In addition, humanitarian aid could be provided in the case of need (as in the recent past). At the same time, a switching of assistance towards disaster-preparedness actions is being prepared. Finally, a number of supplementary small-scale actions could be financed under the Asia-wide ALA programmes or other 'horizontal' budget lines. Any concrete action will depend on the submission of high-quality proposals and their eligibility under the various schemes. The Commission intends to provide guidance in order to facilitate access to these programmes. Possible fields of action include the environment, higher education and business cooperation.

Non governmental organizations (NGOs) such as the Soros Foundation and World Vision make important contributions to Mongolia, each managing annual development programs valued at around \$3 million. Numerous other NGOs from the United States, Japan, Europe, and elsewhere also provide important support, especially in the social sectors.

Main focus of the programme	Actors active the Environment sector								
	EU	UNDP	GTZ	WB	USAID	ADB	JAPAN	SWEDEN	KOREA
Sustainable Resource Management		X	X	X		X	X		
Energy/Energy efficiency		X	X	X		X			X
Pollution control		X							
Disaster mitigation	X	X							
Private sector development			X						
Rural Finance/development	X						X		
Urban development								X	
Good governance/democracy		X			X			X	
Regional sector development			X						
Human resource development						X	X		
Infrastructure development				X		X	X		

The European Bank for Reconstruction and Development (EBRD) will soon begin providing advisory services and would like to start a loan assistance program once its board approves.

The leading donors in the field of environment are GEF, World Bank, UNDP, GTZ and the Netherlands. Especially UNDP and GTZ have a policy focus that is very much compatible with the Dutch priorities of ODA and therefore qualify as strategic partners. The Dutch activities in partnership with GTZ are embedded in a Silent Partnership Agreement (signed between GTZ and the Embassy). With UNDP cooperation is under the General Framework Agreement (UN and Minister for DC). At this moment about 35% of the environmental programme is implemented in partnership with UNDP and GTZ.

The World Bank has growing interest in sustainable Resource Management and more specific in sustainable forest management. In 2004 the Netherlands Mongolian trust fund (NEMO-1) started under supervision of the World Bank. This ongoing programme is mainly focused on a diversity of environmental issues. A second phase of the Dutch trust fund is under preparation (WB/FAO) starting in 2007, especially focusing on (community) forestry issues.

Implementation of the Paris Declaration on achievement of optimal alignment and harmonization will be of continued priority to the embassy.

2. *According to your national priorities, what activities should be developed in your country regarding scientific knowledge, normative/policy advice and operational support?*

1. Policy and legal framework for environmentally sustainable development
2. Institutional mechanism for sustainable development
3. Information and monitoring systems
4. Environmental governance

3. *How can interaction between your country and the different entities as well as among these entities be improved at country level?*

Responsibilities for policy formulation and implementation are usually dispersed among several ministries and agencies such as agriculture, energy, local and provincial authorities in Mongolia. Effective management of natural resources and environmental issues requires wide coordination among a number of ministries, agencies, provinces and local authorities, researchers, NGOs and the public, but coordination and even dialogue is very limited. Other government institutions, NGOs, the private sector, academic and education institutions should be involved in planning as well as in implementation activities. Capacity strengthening is required in all ministries and agencies involved in environmental matters administration and the aimags and soums responsible for implementing natural resources and environmental regulations and standards. Much attention should be given to fully aware the staff of Ministry of Finance about the environmental concerns, so the priority for state funding can be given to environmental issues.

4. *What is your assessment of the advancement of the implementation of the Bali Strategic Plan and other elements of the Cartagena outcome and how can implementation be improved?*

The following is an indicative list of cross-cutting issues and thematic areas that the plan should address:

- (i) Strengthening of national and regional environmental or environment-related institutions (government institutions, judiciary, enforcement);

- (ii) Development of national environmental law;
- (iii) Strengthening of cooperation with civil society and the private sector;
- (iv) Assistance for facilitating compliance with and enforcement of obligations under multilateral environmental agreements and implementation of environmental commitments;
- (v) Preparation, integration and implementation of environmental aspects of national sustainable development plans;
- (vi) Poverty and environment, including the implementation of poverty reduction strategy programmes;
- (vii) Development of national research, monitoring and assessment capacity, including training in assessment and early warning;
- (viii) Support to national and regional institutions in data collection, analysis and monitoring of environmental trends;
- (ix) Access to scientific and technological information, including information on state-of-the-art technologies;
- (x) Facilitating access to and support for environmentally sound technologies and corresponding know-how;
- (xi) Education and awareness raising, including networking among universities with programmes of excellence in the field of the environment;
- (xii) Promotion of sustainable consumption and production patterns, including support for cleaner production centres;
- (xiii) Development of gender mainstreaming strategies in environmental policies;

The implementation of Bali strategic Plan in Mongolia is more focusing on environmental education, development of national environmental laws and sustainable development. It all reflected in "Framework Agreement for 2006" between MNE and UNEP. For better implementation of Bali Strategic Plan it is need to be strengthened financial capacity. Urgent decision need to be produced in involving public support or contribution for financial capacity.

5. How can countries be better supported in their effort to integrate environmental objectives into developmental objectives into development planning and operations as well as in economic policies? How can environmental objectives be better addressed in situations of natural disasters and complex emergencies?

Establishment of full-fledged Environmental Units in Ministries of Agriculture, Fuel and Energy, and Health and training staff of this Unit in the aforesaid ministries and in environmental assessment, clearance and monitoring are more useful. Therefore the supports need to be focused on capacity building of this Unit.

6. What are your conclusions, in the light of experiences at country level, with regard to the cooperation of UNEP and UNDP, UNEP and MEAs, MEAs among themselves, UNEP and other UN entities, UNEP and the WB?

Harmonization among UN entities is more challenging issue. For example: UNEP and UNDP, MEAs among themselves.

7. How can cooperation and coordination mechanisms be improved within the UN system and globally?

- Improvement of leadership
- Independence of financial resources

8. Can a strengthened UNEP effectively and fully fulfill its mandate as the environmental pillar of the UN system?

- No

9. What practical measures within existing mandates could be implemented in order to enhance the effectiveness of the UN activities on environment? Are changes in mandate for the different entities necessary?

- Necessary

10. What are the strengths and weaknesses of present funding schemes in terms of the timely availability of sufficient funds? How can improvements be achieved?

Funding should be focus on cross-cutting capacity issues. For example; increased income generation and improved livelihoods are direct related to adequate environmental management and broadening the scope of rural activities. More strategic and longer term solutions are at the level of institutional building and capacity building at central and local government.

11. How can partnerships of the global environmental governance system with civil society, business and science communities be strengthened?

Increase their involvement at any level.

*The Permanent Mission
of the Kingdom of Morocco
to the United Nations*



البعثة الدائمة
للمملكة المغربية لدى الأمم المتحدة
نيويورك

Assemblée générale des Nations Unies

Intervention de S.E M.Hamid CHABAR
Ambassadeur Représentant Permanent Adjoint

Au titre des consultations officieuses sur
la cohérence des activités du système des Nations Unies
dans le domaine de l'environnement

New York, le 23 janvier 2007

Messieurs les Co- Présidents,

La délégation marocaine voudrait vous remercier de convoquer ces consultations et se réjouit de participer à ce débat sur l'amélioration de la cohérence des activités du système des Nations Unies dans le domaine de l'environnement.

Ma délégation voudrait vous assurer de son plein appui et de sa coopération pour la réussite de nos travaux.

Nous avons participé et nous avons suivi avec une grande attention la première série de discussions. Et nous étions heureux de constater, comme vous l'avez-vous mêmes remarqué, que des convergences de vues se sont dégagés sur de nombreuses questions discutées.

Nous aimerions dire aussi que beaucoup reste à faire quant à la recherche d'un cadre institutionnel cohérent pour les questions environnementales, du fait des divergences existantes.

En réponse au questionnaire que vous avez bien voulu mettre à notre disposition pour approfondir notre réflexion, nous aimerions faire les remarques suivantes :

1- En premier lieu, le questionnaire semble faire fi d'un aspect que ma délégation considère comme étant fondamental, à savoir la recherche d'un cadre institutionnel pour les questions de l'environnement, qui reste l'objectif premier ce processus, et ce conformément à la décision de nos Chefs d'Etats et de Gouvernements, en 2005.

Il s'agit, à travers la recherche d'un cadre institutionnel, de répondre aux imperfections et faiblesses du système actuel au niveau global. Les défis posés

actuellement, menacent tous les pays et notre planète terre toute entière. De même, l'application et le respect des engagements internationaux conclus en matière de l'environnement concernent tous les pays. Nous aimerions rappeler, ici, les principes de la conférence de Rio, notamment le principe « pollueur- payeur » et le principe des responsabilités communes mais différenciées. Or, le débat sur les activités opérationnelles risque de nous dévier de l'objectif premier de ce processus, à savoir la recherche d'un cadre institutionnel pour les activités de l'environnement.

Nous estimons que c'est, là, où il faudrait concentrer nos efforts pour rapprocher nos points de vues quant à la recherche de solutions et de moyens, qui permettront d'améliorer la gouvernance internationale, aux fins d'être en mesure de relever les défis posés par la dégradation de l'environnement.

2- Deuxièmement, et en relation avec la question de la coordination, nous aimerions souligner, d'abord, que la gouvernance internationale en matière d'environnement se caractérise, comme chacun le sait, par une architecture complexe et fragmentée, caractérisée par une multiplication d'enceintes et d'organismes traitant des questions de l'environnement et une multiplication des accords multilatéraux, en la matière.

Certes, la gouvernance dans le domaine de l'environnement a besoin, plus que jamais, d'être revue et remodelée pour s'adapter aux exigences et aux défis posés actuellement et aux besoins des pays.

Le renforcement de la coordination et de la collaboration entre les différentes entités du système des Nations Unies agissant dans le domaine de l'environnement, revêt une importance capitale dans ce sens et pourrait répondre à certaines préoccupations, notamment la déperdition de ressources et le double emploi.

3- Troisièmement, et relativement à la question des mécanismes de financement, l'une des faiblesses majeures de la situation actuelle est l'inadéquation et l'insuffisance des ressources financières dont disposent les différents organismes. Certains domaines sont privilégiés, alors que d'autres sont négligés. A titre d'exemple, le Secrétariat de la Convention sur la désertification, qui ne bénéficie pas du soutien nécessaire pour la mise en œuvre de la Convention et la réalisation de ses objectifs. D'où la nécessité de revoir les mécanismes de financement existants.

L'augmentation des ressources financières et l'amélioration de leur utilisation, de manière à répondre aux besoins des pays en développement en matière de renforcement des capacités et à la spécificité de chaque région, s'avèrent ainsi nécessaires si l'on veut remédier aux faiblesses du système actuel.

4- Quatrièmement, le PNUE ne peut atteindre ses objectifs et répondre aux besoins et demandes des Etats membres, sans disposer des ressources de financement suffisantes, stables et prévisibles. Tant que le PNUE continuera à être financé essentiellement par des ressources extrabudgétaires, destinées à des activités spécifiques, il ne pourra atteindre cet objectif.

D'autre part, la composition universelle du Conseil d'administration du PNUE s'avère plus que nécessaire. Cela permettra, sans doute, au PNUE de bénéficier de la participation et le soutien de tous les pays, particulièrement sur le plan financier.

5- Enfin, l'ampleur et le caractère transfrontalier et interdépendant des problèmes environnementaux exigent une réponse et un engagement politique universels de la part de tous les pays et tous les acteurs internationaux. Cela exige, d'autre part, que l'on dispose d'une structure institutionnelle à la mesure de la gravité de l'état de l'environnement, qui nous permettra de rassembler les efforts et mobiliser l'engagement de tous les pays pour protéger l'environnement, de plus en plus menacé.

C'est pourquoi le Maroc est favorable à l'idée d'un nouvel organisme international, qui soit fiable, efficace et un pilier fondamental des Nations Unies, capable de répondre aux défis d'aujourd'hui et de demain, coordonner l'action internationale dans le domaine de l'environnement et soutenir le processus de développement durable dans nos pays par de meilleures contributions en termes d'assistance technique, scientifique et financière.

A cet égard, nous appuyons la proposition de transformer le PNUE en une organisation des Nations Unies pour l'Environnement.

Une telle organisation devra être dotée de moyens adéquats, un mécanisme de financement particulier, lui permettant de remédier aux faiblesses constatées dans le fonctionnement du système actuel, de coordonner les politiques et les actions et d'assurer la cohérence entre les différents Organes et Accords.

Cette nouvelle organisation doit avoir son siège à Nairobi, siège du PNUE, et respecter l'autonomie juridique des Conférences des Parties des Accords multilatéraux d'environnement.

Je vous remercie.

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UNITED NATIONS GENERAL ASSEMBLY SIXTY FIRST SESSION

**INSTITUTIONAL FRAMEWORK FOR THE ENVIRONMENTAL
ACTIVITIES OF THE UNITED NATIONS**

**STATEMENT BY
MS. KIRSTY GRAHAM, DEPUTY PERMANENT REPRESENTATIVE**

23 JANUARY 2007

CHECK AGAINST DELIVERY

Mr Co-Chairman,

New Zealand would first like to thank the co-chairs for these informal consultations. We would like to add our input to some of the questions relating to implementation at the country level, enhancement of global governance, funding and partnerships.

Implementation at the Country Level

- In regards to questions one to five relating to 'implementation at the country level', these questions appear to be primarily directed at countries receiving assistance from UN agencies. New Zealand does not receive this sort of assistance but we are keen to listen to the experiences of those countries that do.
- Our main observation as a donor would be that interventions by environment agencies are seldom sufficiently linked to recipient country development priorities. As a result they tend to:
 - divert capacity from higher priority areas;
 - are difficult to sustain once the intervention is over.
- Integrating environment objectives into development planning will also require greater attention to the relationship between development priorities and work undertaken in the MEAs. MEAs need to pay close attention to the ability of countries to meet the normative standards set. Similarly, MEAs need to provide the tools and encouragement for countries to meet the objectives that are obtainable.
- With regard to the Bali Strategic Plan (BSP) for Capacity Building and Technology Transfer, this appears to be moving in the right direction with the refined suggestions on enhancing implementation. Indeed, UNEP's proposed work on the BSP framework should give it greater coherence.

Enhancement of Global Governance

- The report of the high-level panel on system-wide coherence makes some useful recommendations about the relationship between UNEP and UNDP. This also needs to be supported by the structure of the relationships between UNEP and the MEAs.
- UNEP and UNDP need to be in a position to relate MEAs to development priorities in order to make meaningful interventions on the ground. This is difficult to do if UNEP is competing with the MEAs to be the authoritative voice on particular environmental issues. UNDP would need to provide UNEP the central role in providing environmental advice. UNDP has a key role in empowering UNEP as the authoritative voice on the environment.
- If UNDP were to provide UNEP with the key role in providing advice, it would create a strong compulsion for the MEAs to work through UNEP in working towards the implementation of agreements, and allowing for the reduction of overlaps at the implementation stage.

- MEA Secretariats should only be involved in implementation of the MEAs in concert with UNEP and UNDP. Otherwise MEA Secretariats will provide another layer of complexity on the ground.
- The key area for coordination is thematic. UNEP can play a strong role in chairing thematic coordination among the MEA Secretariats. For instance it should participate in, and probably chair the Biodiversity Liaison Group. UNEP chemicals could also have a role in coordinating the chemicals Secretariats. This would allow it to develop a role as the interface between thematic groups of MEAs and the wider UN system.
- A strengthened UNEP can effectively fulfil its mandate as the environmental pillar. UNDP's approach to UNEP is important. Similarly, the willingness of the MEAs to engage UNEP in implementation is crucial. But MEA Secretariats respond to the instructions of their COPs. In general, MEA Secretariats do not currently have implementation mandates.
- None of this would appear to require changes to existing mandates. In some respects it would require a more faithful reading of those mandates.
- We see the relationship between UNDP and MEAs as a two-way street: UNDP has to consider the interests of MEAs in the way in which it discharges its mandate. Similarly the MEAs have to consider global development priorities when they discharge theirs.

Funding

- On funding, the accessibility to GEF funds is still difficult for many smaller countries. The cost accounting framework needs to be addressed. It is a costly and overly technical application process. We need simpler, more user-friendly application procedures which do not disadvantage smaller countries.

Partnerships

- On the issue of partnerships, New Zealand experience has been that partnerships can provide useful gains in the environment field. We're conscious, however, that these need to be partner driven, not donor driven. We would be interested in recipient countries' views on whether partnerships have delivered and their thoughts on reasons why or why not.

Briefly, on the question of what happens next after this round of consultations, we welcome your offer, co-chairs, to prepare an options paper - drawing together the perspectives that have come out of the various contributions. From now on, there will need to be complementarity with the dialogue that we hope will start soon on the system wide coherence report. But we already have this dialogue on environment established. We see this as a good format for exploring further and in a more detailed way the options that the co-chairs would distil from discussions here to date.

Thank you

Informal consultations, January 2007.

General comments:

- We are glad to resume informal consultations, keeping para 169 of the Summit Outcome high on the UN agenda. A key challenge for the UN continues to be that of strengthening its normative role and of securing effective implementation in support of globally-agreed goals and targets.
- The co-chairs' summary of the first round of consultations forms a solid basis for continued discussions. Important additional momentum comes from the High-level Panel on System-wide Coherence. We must succeed on environment if we are to succeed with development and humanitarian affairs. The UN must deliver as one to promote sustainable development.
- It is important that consultations continue to be inclusive and transparent. Capitals should be duly involved, cf. UNEPs Global Ministerial Environment Forum in Nairobi in February where UN reform is also on the agenda.

Regarding implementation at country-level (cf. questions in Annex):

- We welcome the initiative to focus on actual needs and challenges at the country level. The process leading up to the Bali Strategic Plan on capacity-building revealed that the needs are many and diverse. These must be responded too in a systematic and strategic way.
- The high-level Panel recognised the importance of the UN delivering as one at the country level. It is important that environment is duly reflected in the One UN programmes and that environmental expertise is available at the One UN offices. UNEP as the body of knowledge and agreements that exists on environment and sustainable development should be duly involved and reflected in the UN reform process.
- It is important to note that MEAs are also important frameworks for action and implementation, with their shared goals for both donors and recipients on key areas such as climate change, biological diversity and chemicals. (Norway's new action plan for environment in development cooperation recognises the obligation to help developing countries develop the capacity to achieve the important goals set in these agreements).

Regarding governance at the global level:

- The UN needs a more powerful, efficient and coherent environment pillar. UNEPs role and mandate to act as the UNs leading authority on environment must be focussed and strengthened.
- In the long run, UNEP in Nairobi should be upgraded into a UNEO. In the meantime, form must follow function. The Cartagena "package" on International Environmental Governance (IEG) must be forwarded and implemented (i.e. improved financial and scientific basis, capacity-building, universal membership).
- UNEP must offer leadership and continue to build strategic alliances with other bodies. UNEPs ministerial forum (GMEF) should strengthen linkages with other policy-setting bodies. One could consider new routines for bringing input and information to the attention of the GMEF. UNEP must strengthen its contacts and linkages to the different MEAs and help promote a closer thematic "clusterings" of these.
- The system-wide UNEP-led Environment Management Group (EMG) needs to be strengthened as a mechanism for horizontal coordination on environment. As a

coordinating body, one should consider giving the EMG some form of formal or financial means enhancing its important coordinating role in order to fulfil its broad and cross-cutting mandate.

Regarding funding:

- Financing of environmental activities is inadequate and unpredictable. Funding mechanisms should promote broad-based ownership and legitimacy.
- The GEF must be strengthened.

Regarding partnerships:

- Environment is linked to major driving forces such as trade, globalisation and production and consumption patterns. The UN must actively involve civil society, business and science communities: to increase knowledge, inform policy discussions and secure implementation.

MISYON NG PILIPINAS SA MGA
NAGKAKAISANG BANSA



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0053

19 January 2007

Excellencies,

With reference to Philippine statement in the Informal Consultative Process on the Institutional Framework for the United Nations' Environmental Activities held on 18 January 2007, I wish to forward herewith, for your reference, a copy of the Philippine detailed response to the questions circulated in your letter dated 22 November 2006.

I would like to take this opportunity to commend, your Excellencies, for carrying out the consultations in an open, transparent and inclusive manner.

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

Very truly yours,


LAURO L. BAJA, JR.
Permanent Representative

H.E. Ambassador Enrique Berruga
Permanent Representative
Permanent Mission of Mexico to the United Nations
New York

H.E. Ambassador Peter Maurer
Permanent Representative of Switzerland
Permanent Mission of Switzerland to the United Nations
New York

PHILIPPINE PAPER

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

Implementation at the country level

What are the strengths and weaknesses of international actors in the area of environment (UNEP, UNDP, other UN entities, the World Bank, the MEAs) in supporting environmental objectives in your country/your area of activity in terms of scientific knowledge, normative/policy advice and operational support?

The main UN agency handling environmental activities at national level is the UNDP. The UNEP has no country representative in the Philippines. The UNDP and the World Bank also act as the implementing Agencies Global Environment Facility (GEF) that operates the financial mechanism of main Multilateral Environmental Agreements (MEAs), and provides funding for other areas of environmental activities. Other international organization, such as FAO and the WHO, or regional financing institutions such as the Asian Development Bank, have country offices that also conduct activities or projects dealing with the environment.

The main strength of these agencies is their capacity to provide the necessary financial resources and technical capacity to provide the necessary financial resources and the technical expertise to assist the country to develop its scientific, policy and operational capacities. The main difficulty lies in ensuring that their activities are coherent with national priorities. In practice, many UN agencies, and through them, international financing institutions, including the GEF, have their own priorities and objectives. UN procedures, as well as financing procedures, often influence the priorities to be adopted by countries in their environmental activities. Availability of financial resources, subject to donor requirements, also determined priorities, instead of the other way around.

According to your national priorities, what activities should be developed in your country regarding scientific knowledge, normative/policy advice and operational support?

First of all, UN agencies should support, rather than undermine, national mechanisms that determine national priorities in terms of scientific knowledge, policy advice or operational support. While most UN agencies, together with bilateral donors and financial institutions, profess to follow a "country-driven" approach, there is no common understanding of this approach would be. Donor priorities often influence which projects or what sectors of activities are undertaken and financed. For example, insofar as climate change activities are concerned, the need for adaptation is a national priority, from the development of scientific knowledge to policy-making and the implementation of concrete operational activities. However, mitigation activities have lone been the focus of donor interests. However, mitigation activities have long been the focus of donor interests, as these also serve the interest of developed countries in the implementation of their commitments under the UN Framework Convention on Climate Change. Adaptation activities have therefore been given a lower priority by UN agencies. Procedures can also be used to serve interests other than national priorities in the provision of financial resources and technical expertise through UN agencies. This is currently one of the main concerns with the GEF financing of national projects.

Insofar as the Philippines is concerned, and probably also many other developing countries, local expertise and capacities are there, but they need to be supported. For various reasons, however, some UN agencies continue to insist on hiring foreign consultants where local consultants are available, for example local agencies, fearing that resources would not be made available to them, have no other option but to agree to accept these foreign consultants. These are real problems encountered at national level, whatever may be the positions enunciated at international level. There should therefore be an open and frank dialogue between a host country and the UN agencies represented in that country without any kind of tacit threat that funding or any kind of support would be affected by positions taken by national authorities.

How can interaction between your country and the different entities as well as among these entities be improved at country level?

The UN Development Assistance Framework could provide the necessary means through which interaction at national level with UN agencies and among entities could be improved. The basis for the provision of technical and substantive support should be the common country assessment, the development of which should be closely consulted with national agencies, and all relevant stakeholders. Ideally, this should result in the harmonization and simplification of the process of provision of technical advice and financial resources to countries. As the UNDAF has only been recently operationalized, it remains to be seen whether the process is effective in ensuring coherence of activities in the field of environment and development. The recommendations of the High-Level Panel in its report, "Deliver as One" are very useful in this context.

There should be a further strengthening of the Resident Coordinator system, and the selection process. Whenever at all possible, a Resident Coordinator that would not

necessarily be the Resident Coordinator at country level. Whenever a situation arises in which an individual wears two hats, one function or the other suffers inevitably.

In this regard, while we find merit in the recommendation of the High-Level Panel to establish a UN Sustainable Development Board to provide oversight for the One UN Country Programme, the recommendation however that the UNDP Administrator serve as the Development Coordinator at UN level would once again only strengthen one half of sustainable development, that of development, without giving the other vital component, environmental management, its due recognition. Perhaps a co-chairing of both the UNDP Administrator and the UNEP Executive Director would then truly reflect the importance of a UN Sustainable Development Board. It would even be better to have an independent UN Sustainable Development Coordinator to manage the UN Sustainable Development Board. At the country level, the UNDP Resident Representative need not be the Resident Coordinator for all UN agencies.

What is your assessment of the advancement of implementation of the Bali Strategic Plan and other elements of the Cartagena outcome and how can implementation be improved?

There can be no assessment of the advancement of the implementation of the Bali Strategic Plan for Capacity-Building and Technology Support (BSP) at this point in time, because the BSP has not yet been operationalized, mainly due to lack of funding at UNEP level. Moreover, it must be recognized that the BSP is applicable only to UNEP's activities and not necessarily cover capacity-building and technology transfer activities in other agencies, in most importantly in MEAs. Each MEA has its own capacity-building and technology transfer activities based on decisions taken by its governing body (Conference of Parties). These activities are in fact stronger than capacity building and technology "support", whatever that implies, as envisioned in the BSP. During the BSP negotiations, in fact, developing countries expressed concern that capacity-building activities are weakened, and technology transfer watered down in the BSP.

Implementation therefore cannot be improved until the BSP is fully operationalized. The other elements of the Cartagena outcome are primarily those elements that make up international environmental governance (IEG), which in turn are elements of what some countries, have pushed forward as a UN Environment Organization (UNEO), previously a World Environment Organization (WEO).

How can countries be better supported in their effort to integrate environmental objectives into development planning and operations as well as in economic policies? How can environmental objectives be better addressed in situations of natural disasters and complex emergencies?

Integration of environmental objectives into development planning and operations (through policies and measures) has been a difficult task at national level, due mainly to a

lack of common understanding among national agencies and other stakeholders of the essence and meaning of sustainable development. The Philippines, after long and contentious internal discussions came out with the Philippine Agenda 21 (PA 21) about ten years ago. Despite endorsement at presidential level, PA 21 is a long way off any kind of effective implementation. While some middle-level bureaucrats and other partners (civil society, private sector, labor unions, academe) have a little understanding of sustainable development, there is no appreciation of the role of environmental management as an integral part of economic development at the highest levels of decision-making in the country. There is no long-term perspective for development that would concede that development could not be sustained without environmental management. Development is necessarily short or medium-term, if not accompanied by environmental management. The best plans for infrastructure development can be laid to waste by one huge natural disaster, if there is no early warning system in place, or if construction does not take into account the need for environmental assessments. Coherence at international level can only be achieved if there is coherence at national level.

Enhancement of global governance: Recommendations for the different actors at a global level

What are your conclusions, in the light of experiences at country level, with regard to the cooperation of UNEP and UNDP, UNEP and the MEAs, MEAs among themselves, UNEP and other UN entities, UNEP and the WB?

How can cooperation and coordination mechanisms be improved within the UN system and globally?

There would be better coordination of the UNEP with the other UN agencies and financing institutions if consultations could be started at the level of the development of their programme of work, and the examination of their respective budgets. These could only be made if the positions of Member States in each of these agencies and institutions would be consistent and coherent. If a country has no coherent positions at national level, it would not have coherent positions at international level.

Member States are the ones that determine the programme of work of the agencies, not the agencies by themselves. Member States, through their membership in the respective governing bodies of the UN agencies, would determine the work of these agencies. Coherence in Member States' positions would determine the coherence in the work of the UN agencies. Rationalization of the procedures and clear delineation of responsibilities would be necessary. The process through which this is achieved should however be as open and transparent as possible and take into account the views of all Member States.

Can a strengthened UNEP effectively and fully fulfill its mandate as the environmental pillar of the UN system?

The UNEP can be strengthened if it reverts to its traditional role as the environmental agency, with a strong scientific base, free to take initiatives on emerging issues. It can strengthen its normative, standard-setting function, and its capacity-building role for environmental law. Free from the political considerations that are inevitable in legally-binding conventions, the UNEP can pursue its environmental advocacy. The focus on "globalization and the environment" as a theme of the forthcoming Governing Council/Global Ministerial Environment Forum provides a good example. The UNEP would provide a forum for discussions in an open and transparent manner of the positive and negative implications of globalization on environment. It can also bring to fore frank discussions at international level of what happens at national levels, where some multinationals refuse to invest in countries because of requirements of environmental impact assessments in these countries. The UNEP can also enhance the standing of Environment Ministers who are often left out in discussions on economic development at national levels.

What practical measures within existing mandates could be implemented in order to enhance the effectiveness of the UN activities on environment? Are changes in mandate for the different entities necessary?

More than changes in mandate, what would be needed would be a clarification of these mandates, a clear delineation of mandates between agencies, and how each could, within its mandate, coordinate its work with the other agencies. The required financing should also be made available.

Financing (the term "funding" denotes reliance of donor funds)

What are the strengths and weakness of present funding schemes in terms of the timely availability of sufficient funds? How can improvements be achieved?

Current financing of UN agencies leaves much to be desired. Given the importance and urgency of the needs for environmental action, current resources are largely inadequate. Paragraph 79 of the UN High-Level Panel report summarizes the problems faced by UN agencies in so far as funding is concerned. Innovative financing mechanisms should be explored, that would go beyond contributions of States but tap all available resources, including those of the private sector. The UN rules and regulations for financing should likewise be examined. The administrative costs imposed on trust funds for MEAs are a case in point.

Partnerships

How can partnerships of the global environmental governance system with civil society, business and science communities be strengthened?

We have observed that the participation of major groups is one of the unique features of sustainable development, and embodied in Agenda 21. National mechanisms should remain open to all members of civil society, business and science and academic communities. The only way to resolve conflicts would be through open dialogue. Responsibilities differ, but are not irreconcilable. Open and transparent dialogue, access and full participation should be practiced at all levels of sustainable development planning and policy-making.

Thank you, Mr. Co-Chairs.



ВЫСТУПЛЕНИЕ
представителя Российской Федерации
О.А.Шаманова
на неофициальных консультациях по институциональным рамкам
деятельности системы ООН в области окружающей среды

11 января 2007 г.

Уважаемые сопредседатели,

Коллеги,

Российская делегация приветствовала инициированный по итогам «Саммита-2005» неофициальный консультативный процесс в целях определения возможных путей совершенствования институциональных рамок природоохранной деятельности ООН. По итогам первого раунда хотели бы отметить удовлетворение тем, как этот процесс был организован его сопредседателями совместно с Секретариатом ООН - транспарентно и открыто, с максимально широким охватом участников.

Продолжая нашу работу на данном направлении, мы, прежде всего, должны прямо и непредвзято посмотреть реальности в глаза - между странами-членами существует весьма значительный разброс мнений по вопросу о конфигурации международного природоохранного управления и ни одна из опций, выдвигавшихся в последнее время, не пользуется однозначной поддержкой всего сообщества стран-членов ООН.

Мы учитываем это, будучи глубоко убеждены, что решения по таким вопросам должны основываться на твердой консенсусной основе. В противном случае любая созданная конструкция будет лишена практического смысла и не будет иметь долгосрочной перспективы.

В этой связи, исходим из того, что меры по совершенствованию нынешних институциональных рамок экологической деятельности системы ООН могут пока быть сфокусированы на поисках новых жизнеспособных

подходов к решению давно известных, но по-прежнему сохраняющих свою остроту проблем - повышение эффективности работы уже имеющихся учреждений системы ООН, улучшение координации, взаимодополняемости и синергии между ними, укрепление стратегического планирования и т.п.

Остановимся сначала на одной из самых болезненных проблем – финансирование Программы ООН по окружающей среде (ЮНЕП).

Российская сторона с пониманием относится к идеям по укреплению и обеспечению устойчивости финансовой базы Программы, предсказуемости формирования ее бюджета. Основой нашей позиции здесь является приверженность принципу добровольных предсказуемых, т.е. объявляемых заранее, взносов в Фонд окружающей среды ЮНЕП.

Как представляется, вопросы финансирования ЮНЕП должны рассматриваться в тесной взаимосвязи с выработкой более рациональной схемы распределения обязанностей между организациями системы ООН в природоохранной сфере. И это приводит нас к вопросу о соотношении нашей дискуссии с обсуждением доклада Панели по общесистемной согласованности. С нашей точки зрения, наиболее рациональным было бы в какой-либо форме интегрировать оба эти процесса, чтобы избежать путаницы и дублирования.

Многое можно – и нужно – сделать в области разработки политики и стратегического планирования работы ЮНЕП.

Как положительный фактор отмечаем то, что нынешний Исполнительный директор ЮНЕП уделяет данному вопросу приоритетное внимание и уже реализовал ряд мер в этом направлении. Один из важнейших критериев, который, на наш взгляд, должен учитываться в этой работе, - это уделение большего внимания налаживанию конструктивного взаимодействия с другими учреждениями системы ООН, строгое соблюдение соответствующих мандатов и исключение дублирования в работе. Если, скажем, в соответствии со своим мандатом Управление координатора по гуманитарным вопросам (УКГВ) ООН через Совместную экологическую секцию УКГВ/ЮНЕП проводит работу по

обеспечению первоочередных мер реагирования на конкретную чрезвычайную ситуацию, то деятельность ЮНЕП не должна идти "внахлест" с этой работой.

Значительная роль в этом контексте могла бы принадлежать Группе природоохранного управления. Будучи давно созданной, она пока мало себя проявила по сути. Ее потенциал, как представляется, не использован в полную меру. А ведь с учетом положения ГПУ в системе ООН от нее многого можно было бы ожидать в плане совершенствования межучрежденческой координации.

Большого внимания и переосмысления с учетом изменяющихся реалий требует региональное измерение деятельности ЮНЕП. Речь, в частности, о региональных бюро ЮНЕП.

Убеждены - региональные бюро ЮНЕП должны во всех частях Земли быть действенными катализаторами имплементационной работы по осуществлению международно согласованных целей в области окружающей среды с их "тонкой подстройкой" под специфические условия соответствующих регионов и субрегионов.

Несколько слов касательно часто поднимаемой темы повышения синергии в деятельности по линии международных природоохранных соглашений и конвенций (МПС). Мы считаем это направление весьма важным и исходим из необходимости наращивать усилия в этой области.

При этом мы выступаем за неукоснительное соблюдение базового принципа самостоятельного правового статуса МПС. Считаем утопичными звучащие порой призывы то ли к их объединению под одни "зонтиком", то ли к совмещению календаря сессионной работы и т.п.

В то же время, на наш взгляд, есть вполне реальные пути укрепления взаимодополняемости в деятельности МПС.

Возьмем недавний пример – разработка по линии Конвенции о биоразнообразии и Рамсарской конвенции по водно-болотным угодьям проекта плана совместной работы. Почему бы странам-членам других ключевых МПС не подумать о более широком распространении этого опыта? Может быть, в

дополнение к своим индивидуальным планам работы МПС могли бы иметь совместные долгосрочные планы взаимодействия, покрывающие наиболее важные межсекторальные темы?

Не следует забывать и Контактной группе конвенций по климату, биоразнообразию и опустыниванию. Можно было бы подумать о расширении состава этой группы - разумеется, на основе добровольности и практической целесообразности – и обеспечении надлежащей регулярности ее работы как постоянно действующего механизма межконвенционного взаимодействия.

Уважаемые господа сопредседатели,

В заключение хотели бы сказать следующее.

Полагаем целесообразным, чтобы по итогам консультативного процесса – и, конечно же, с учетом опыта Картахены, ВСУР и "Саммита-2005" - было подготовлено возможное меню опций по совершенствованию экологической деятельности системы ООН, которое бы затем прошло апробацию в Совете управляющих ЮНЕП, ЭКОСОС и было представлено на утверждение Генассамблеи ООН.

Мы не считали бы негативным результатом консультаций скромные, зато точно выверенные, прагматически ориентированные и реализуемые решения. Излишняя амбициозность, с учетом имеющихся реалий, здесь вряд ли уместна.

Не на пользу практической работе по осуществлению согласованных природоохранных целей было бы также и искусственное пролонгирование консультативного процесса. Это только отвлекло бы интеллектуальные, организационные и финансовые ресурсы от реализации программы актуальных мер в области окружающей среды.

Благодарю Вас.



Schweizerische Eidgenossenschaft
Confédération suisse
Confederazione Svizzera
Confederaziun svizra

Mission permanente de la Suisse
auprès des Nations Unies à New York

Seul le texte prononcé fait foi

61^e Session de l'Assemblée générale des Nations Unies
1^{ère} séance des consultations officieuses reprises de la plénière sur le cadre institutionnel des activités dans le domaine de l'environnement des Nations Unies

Déclaration prononcée par

M. Andreas Baum, Représentant Permanent Adjoint
Mission permanente de la Suisse auprès des Nations Unies

Check against delivery

61st session of the General Assembly of the United Nations
1st session of the resumed informal consultations of the plenary on the institutional framework for the UN's environmental work

Statement by

Mr. Andreas Baum, Deputy Permanent Representative
Permanent Mission of Switzerland to the United Nations

New York, le 18 janvier 2007

Monsieur le Co-président,

De manière à répondre à vos questions, nous vous proposons quelques critères généraux et quelques propositions qui pourraient nous guider dans les réformes de la gouvernance environnementale internationale. La version écrite de notre déclaration indique les références à vos questions.

(1)¹ Le Programme des Nations Unies pour l'environnement (PNUE) est une institution importante pour la Suisse en ce qui concerne les activités environnementales. Cette plateforme politique nous permet en effet d'identifier les domaines où une coopération internationale est nécessaire et de développer des réponses aux défis environnementaux afin d'accompagner et de soutenir notre politique nationale. Alors que les accords multilatéraux sur l'environnement traitent des différents défis internationaux d'une manière sectorielle, le PNUE peut y répondre de manière globale, en assurant une vue d'ensemble. Ainsi, le travail politique et scientifique du PNUE est crucial pour notre politique nationale.

(8+9) Néanmoins, le rôle du PNUE dans le développement d'une politique cohérente pour l'environnement, sa capacité à donner une dimension politique aux besoins environnementaux sur la scène internationale et la force de ses recommandations politiques générales méritent d'être renforcées. Afin de répondre à cette exigence, les trois conditions suivantes doivent être remplies :

- Le PNUE doit avoir le soutien de tous les Etats; son principal organe de gouvernance doit donc être à composition universelle ;
- Il doit être en mesure de prendre des décisions politiques avec un impact réel sur la politique environnementale globale et pouvoir assurer leur mise en œuvre.
- (10) enfin, le PNUE doit pouvoir jouir d'un financement stable, prévisible, suffisant et équitablement réparti entre les Etats membres. Un premier pas pour améliorer cette situation avait été l'introduction d'un barème de quotes-parts volontaire et indicatif pour les contributions au PNUE. Ce barème devrait maintenant être transformé graduellement en un système de contributions similaire au barème des quotes-parts pour la répartition des dépenses de l'Organisation des Nations Unies. Dans ce contexte, il faut souligner que le PNUE est une institution avec un

¹ Les chiffres indiqués renvoient aux numéros des questions.

mandat prioritairement normatif et politique et non pas un programme de coopération environnementale au développement. Ainsi, il devrait être financé par des contributions de tous les pays selon une répartition équitable des charges.

La Suisse est donc convaincue que la mise en œuvre effective de l'ensemble des mesures adoptées à Carthagène en 2002 sur la gouvernance internationale pour l'environnement serait un premier pas important pour renforcer le PNUE.

(5+6) Pour ainsi faire, il est nécessaire que le PNUE soit intégré plus systématiquement dans les efforts du système des Nations Unies, tant lorsque l'Organisation conseille les Etats pour leurs plans de développement que lorsque les Nations Unies exécutent leur propre politique de développement. Une meilleure intégration du PNUE dans les activités opérationnelles des Nations Unies pour le développement est déjà en cours, et nous nous en félicitons.

(5+6) En outre, le PNUE doit être mieux inclus dans le cadre du système renforcé de la Stratégie internationale de prévention des catastrophes (SIPC / ISDR), à tous les niveaux, ainsi que dans la mise en œuvre du Cadre d'action de Hyogo 2005-2015. De même, le PNUE doit être intégré dans les dispositifs établis par le système des Nations Unies suite à une catastrophe naturelle ou une situation d'urgence complexe. Ceci n'implique pas nécessairement que le PNUE doive être présent dans tous les pays ou qu'il doive être chargé des responsabilités opérationnelles. En effet, grâce à des accords de collaboration avec le PNUD et le Bureau de coordination des affaires humanitaires, le PNUE peut se concentrer sur le travail politique et stratégique. Il peut assurer que les activités entreprises par ses partenaires reflètent et soutiennent les priorités environnementales.

(9) Un renforcement du Groupe de la gestion de l'environnement permettrait aussi de mieux intégrer le travail opérationnel et normatif accompli dans le cadre des accords et institutions multilatéraux. Ce renforcement pourrait se faire par le biais de partenariats thématiques tel que définis dans le mandat du Groupe.

(1 + 6) La Suisse estime en outre que les institutions financières internationales sont des acteurs importants par l'impact environnemental que peuvent avoir les projets

qu'elles financent, en particulier les grands projets d'infrastructure. L'application de standards environnementaux ainsi qu'un financement adéquat de projets, par exemple dans le domaine de l'énergie renouvelable, peuvent constituer une contribution importante à nos efforts en faveur d'un développement durable.

(3) Les accords multilatéraux contribuent au dynamisme dans la coopération internationale en matière environnementale. Un accroissement des synergies et de la cohérence de ce système international est toutefois nécessaire. En effet si un ministre de l'environnement voulait participer à toutes les conférences et segments ministériels des différentes institutions internationales environnementales, il serait en voyage probablement 500 jours par année. La prolifération des processus engendre non seulement le risque de décisions parallèles, mais aussi contradictoires. La Suisse prône le regroupement des processus. Il convient ainsi de favoriser l'organisation dos à dos de conférences des parties traitant de thématiques similaires, de promouvoir le développement de programmes de travail pluriannuels coordonnés, ainsi que des rapports conjoints sur des thématiques similaires ou interdépendantes. En plus, nos interactions avec les acteurs internationaux seraient facilitées si le processus de rapports était réformé, et rendu ainsi plus cohérent et simple.

(6) A moyen terme, les secrétariats des accords multilatéraux sur l'environnement devraient être regroupés sous l'aile du PNUÉ. Ceci permettrait, dans une étape ultérieure, d'exploiter les synergies tant dans l'administration de ces accords qu'au niveau de la coordination politique. La coopération sur le plan de la substance mais aussi institutionnelle entre les accords multilatéraux environnementaux doit également être renforcée. Le projet dans le domaine des produits chimiques et des déchets est en cela un bon exemple qui doit être poursuivi.

(9) Alors qu'aucun changement de fond ne s'impose pour ce qui est des mandats des accords multilatéraux, de légères modifications permettant une meilleure intégration, tant au niveau administratif qu'au niveau de leur gouvernance, dans une architecture plus cohérente ne devraient pas être exclues à ce stade. De telles décisions doivent être proposés et adoptés de manière pragmatique, au cas par cas, par les organes de gouvernance responsables.

(6) Les Etats sont appelés à mettre en œuvre, au sein des différents organismes internationaux et accords multilatéraux sur l'environnement, une politique cohérente favorisant le renforcement des synergies avec le PNUE et la reconnaissance de son autorité politique en matière environnementale.

Monsieur le Co-président,

(4) Le plan stratégique de Bali est le cadre de référence pour renforcer les capacités nationales dans le domaine environnemental. Il permet au PNUE d'avoir une meilleure vue d'ensemble de ses activités relatives au renforcement des capacités nationales. Il devrait structurer la collaboration entre le PNUE et le PNUD et faciliter une meilleure intégration du PNUE dans le système opérationnel des Nations Unies. La mise en œuvre de ce plan devrait aussi renforcer les compétences normatives du travail du PNUE, tout en lui permettant de profiter des expériences tirées du travail opérationnel du PNUD. Idéalement, la mise en œuvre du plan stratégique de Bali devrait avoir lieu dans le cadre des UNDAF et des PRS. Le PNUE, sous sa nouvelle direction, s'efforce avec succès de garantir que le plan stratégique de Bali devienne un élément central du renforcement de la gouvernance internationale pour l'environnement. Néanmoins, il est important de souligner que la mise en œuvre du plan stratégique de Bali n'est qu'un élément de l'ensemble cohérent adopté lors du Forum ministériel de Carthagène en 2002. Il est ainsi crucial que les autres éléments de cet ensemble, notamment les aspects financiers, reçoivent la même attention que le plan stratégique de Bali et qu'ils soient mis en œuvre parallèlement.

(11) Permettez-moi de souligner enfin, Monsieur le Co-président, qu'il est important d'assurer une meilleure interaction entre les organisations internationales et conventions environnementales et la société civile, les entreprises et la communauté académique et celle de la recherche. Il s'agit en particulier de mettre l'accent sur les thèmes où des solutions pratiques peuvent être développées en commun et où des financements conjoints sont possibles.

Merci, Monsieur le Co-président.

Mr Co-chair,

In the following, we will attempt to provide answers to your questions by identifying some general criteria and making some proposals which could guide us in carrying out the reforms to international environmental governance. In the written text of our presentation our answers are numbered to correspond with your questions.

(1) UNEP is an important institution for environmental activities in Switzerland because it is the only central political platform, and therefore enables us to identify those areas where international cooperation in environmental matters is necessary, to develop collective responses to environmental challenges based on cooperation, and to guide our national political agenda. In cases where international environmental agreements respond to different international challenges on a sector basis, UNEP performs the task of providing the overall view. The political and scientific work of UNEP is therefore crucial for the formulation and implementation of our national policies

(8+9) Nevertheless, its role in the development of a coherent environmental policy, its capacity to give political weight to environmental needs at the international political level and the authority of its overarching policy guidance need to be strengthened. Therefore, the following three conditions must, in our view, be met:

- it must have the support of all States, and the composition of its principal governing body must be universal;
- it must be able to take political decisions that have a real impact on global environmental policy and be able to ensure the implementation of these decisions;
- (10) finally, it must enjoy stable and predictable financing that ensures fair burden sharing between the member States. A first step towards improving this situation was the introduction within UNEP of a voluntary indicative scale of contributions (VISC). This VISC should now be further developed along the lines of a system of contributions similar to the UN scale of assessment. Thereby, it is important to note that UNEP is an institution with a primarily normative-political mandate and not an environmental development cooperation programme. It should therefore be financed by contributions from all States according to the principle of fair burden sharing.

Switzerland is therefore convinced that the effective implementation of the package of measures adopted at Cartagena in 2002 on international environmental governance would be a first important step in strengthening UNEP.

(5+6) To strengthen UNEP, it must, secondly, be more systematically integrated in the activities of the United Nations system when it advises the States in the drafting and implementation of development plans and when it develops and implements projects and programmes. We are pleased to note efforts are under way to ensure the better integration of UNEP in the operational activities of the UN for development.

(5+6) In addition, UNEP must be better integrated in the framework of the strengthened system of the International Strategy for Disaster Reduction at all levels and in the implementation of the Hyogo Framework for Action 2005-2015. At the same time, it should also be integrated in the UN systems for responding to natural disasters or complex emergencies. This does not necessarily mean that UNEP must be present in all countries or that it must be entrusted with operational responsibilities. Due to the co-operation agreements with UNDP and the Office for the Coordination of Humanitarian Affairs (OCHA), UNEP can focus on political and strategic work and ensure that the programmes and activities undertaken by its partners reflect and support environmental needs and priorities.

(9) In addition, strengthening the Environmental Management Group would also permit better integration of the operational and normative work already accomplished within the multilateral environmental agreements and institutions with the aid of thematic partnerships as defined in the Group's mandate.

(1 + 6) The international financial institutions are important actors in our view due to the environmental impact that the projects they finance can have, in particular large infrastructure projects. The application of environmental standards together with adequate financing of projects which favour sustainable development, for example in the field of renewable energy sources, can make a major contribution to our efforts to promote sustainable development.

(3) The multilateral agreements contribute a lot to ensuring the dynamism of international co-operation on environmental matters. Our activities with these entities would be facilitated through greater synergies and enhanced coherence in the international regime. The current situation can be illustrated quite simply: if a minister of the environment chose to participate in all the conferences and ministerial segments of different international institutions in the field of the environment, he or she would probably be travelling about 500 days a year! Moreover, the proliferation of parallel processes not only runs the risk of duplications but even conflicting decisions. Switzerland advocates clustering processes and organising COP meetings to deal with similar subjects on a back-to-back basis, developing programmatic activities for periods of several years, and perhaps also joint reporting on similar or interdependent themes and problem areas. Furthermore, our contacts with the international entities and actors would be facilitated if the reporting requirements and processes were reformed and streamlined.

(6) In the medium term, the secretariats of multilateral agreements on the environment should, in our view, be regrouped under the aegis of UNEP. This would allow, in a subsequent step, the possibility to exploit potential synergies both in the administration of the agreements and in political co-ordination. Co-operation must be strengthened between the multilateral accords on the environment both at the substantive and institutional levels. The project in the field of chemical products and waste is a good example of this and must be pursued.

(9) Although no fundamental changes to the mandate of the multilateral agreements are needed, small modifications allowing better integration in a more coherent architecture, both at the level of their administration and governance, should in our view not be excluded at this stage. But such decisions must be proposed and decided pragmatically, on a case by case basis, by the responsible governance bodies.

(6) The States should be encouraged to implement a coherent policy for strengthening synergies with UNEP within the different international bodies and multilateral agreements on the environment and to recognise its political authority in the field of the environment.

Mr Co-chair,

(4) The Bali Strategic Plan is the framework reference for strengthening national capacities in the area of the environment. It allows UNEP to have a better overview of its capacity building related activities. It should structure collaboration between UNDP and UNEP and facilitate better integration of UNEP in the United Nations operational system. The implementation of the Bali Strategic Plan should also strengthen the normative competence of UNEP's work while allowing UNEP to benefit of UNDPs operational expertise. Ideally, the Bali Strategic Plan should be implemented within the context of UNDAF and PRS. We have the impression that UNEP under its new management is on the right track to ensuring that the Bali Strategic Plan becomes a central element for strengthening international governance for the environment. Nevertheless, it is important to acknowledge that the implementation of the Bali Strategic Plan is but one element of a whole that was adopted at the GMEF in Cartagena in 2002. It is therefore crucial that the other elements of this package, namely with regard to financing UNEP and UNEP's role concerning policy guidance, receive the same attention as the Bali Strategic plan and that they are implemented in parallel.

(11) Finally, I would like to emphasise, Mr Co-chair that it is important to ensure that closer interaction be achieved between international environmental organisations and conventions and civil society, business, and the academic and research community. In particular, it is important to give emphasis to themes where practical solutions can be developed on a joint basis and where financing can be shared.

Thank you, Mr Co-chair.

USG Response to Questions on UN Reform In the Area of Environmental Governance

Introduction

As a vital threshold matter, it should be said that the current system, with its many treaty bodies and institutions, has several strengths: it is decentralized, specialized, relatively efficient, flexible, and responsive. Calls for abandonment of the current system in favor of a new, centralized, global superstructure may sound superficially appealing because they invoke adjectives such as “integrated,” “coherent,” and “coordinated” – which are hard to oppose. However, with such adjectives come other adjectives, such as bureaucratic, authoritarian, policy-preemptive, lacking in expertise, cumbersome, slow, wasteful, bloated, inefficient, and ineffective – not to mention costly.

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.

In short, the notion that we should replace/swallow up the current system – with its problem-specific blend of legal instruments, non-legal instruments, and practical grass-roots approaches – within an overarching institution is one we reject. As such, our first proposal is that any serious attempt to address efficiency/effectiveness within the UN system must include recognition of the desirability of further decentralization that favors bottom-up practical approaches.

1) What are your country's specific recommendations for a better coordination and achievement of environmental goals/objectives between MEAs and the UN system? (i.e., clustering of MEAs, harmonization of activities, review of legal status, [omnibus resolution], etc.)

- To increase efficiency and effectiveness, reduce the frequency and/or duration of meetings of COPs and/or subsidiary bodies and grouping related meetings as appropriate. This would not only relieve the overcrowded international calendar, but enable better preparation for meetings and promote compliance with meeting results;
- Co-locate MEA secretariats where appropriate in a city where countries already have a diplomatic mission;
- Regarding **institutions**, rigorous examination of whether new institutions are necessary or need to be permanent, in light of institutional proliferation;
- Regarding **capacity-building and training**, focus on two or more related topics (like UNEP Green Customs Initiative which trains customs officials to identify articles in international trade that are covered by environmental conventions, such as chemicals and endangered species);
- Regarding improving MEA compliance, implementing agencies can provide capacity building to assist governments in determining the steps necessary to comply with their MEA obligations, and to carry out those steps before they become parties;
- Also regarding MEA compliance, improve MEA operating procedures by striking the right balance between the need for environmental policy to keep pace with scientific advances and the need to ensure that measures to implement policy have the true agreement of governments, with both the resources and will to implement them;
- Regarding secretariats, **audit/evaluate** secretariats to make sure they are using resources most efficiently.

- Combining the **accounting infrastructure** of similar MEA secretariats.
 - Combining **acquisition services** of co-located MEA secretariats.
 - Combining **conferencing services** of MEAs.
 - Better **calendar maintenance**
-
- Finally, as a means of promoting efficiency in implementation of MEAs, we need increased **substantive coordination** at the domestic level, where the primary responsibility lies for ensuring coherence within and among environmental issues. The more individual countries ensure coordination at the national level of their MEA negotiating positions and implementation, the more coordinated international processes will be - automatically.
-
- **Capacity-building** should be enhanced toward helping countries increase their ability to coordinate and implement MEAs substantively at the national level, with the goal of eventual self-sufficiency. For example, as the UNEP manual on the compliance and enforcement guidelines suggests, countries could use assistance in developing national legislation that implements related MEAs thematically; or developing national legislation that implements thematically related MEAs in a specific context; or developing national technical committees to identify synergies, inter-linkages, and ways to group MEAs for implementation purposes.
-
- Poverty reduction strategies within countries should identify those areas requiring assistance; for example, clean water in urban areas requiring infrastructure support should identify the support required domestically as a priority matter for the PRSP.

2) What are your country's specific proposals for strengthening UNEP at the global, regional and sub-regional levels?

- Focus UNEP's work on areas where it has a comparative advantage in the international system such as: chemicals, regional seas, environmental monitoring and assessment – through the GRID system, and the Global Program of Action for Land-based Sources of Marine Pollution.
- Require UNEP's substantive offices and divisions to make a stronger commitment to focusing their work on capacity building and technology support. For example, a much greater share of DEWA's efforts need to be focused on building the capacity of countries to collect and analyze environmental data and use it in development planning.
- Strengthen the regional offices to facilitate work with UNDP and the UNEP substantive offices.
- Strengthen the cooperation with UNDP and other agencies, including through a greater participation of UNEP in the UNDG.
- Increase cooperation with the IFIs especially to improve national capacity to assess the environmental impacts of development and include environmental concerns in development plans and projects.
- More partnerships with the private sector including in technology support and capacity building.
- More cooperation with national academies of science and professional scientific societies.

3) What are your country's specific proposals for proper funding, scientific research, technology development and in-house capacity to address the most pressing environmental concerns? (public-private partnerships, environmental markets, innovative financial instruments, etc.)

- Funding should follow performance. Voluntary funding encourages program effectiveness, innovation and responsiveness.
- Program excellence should not be a disincentive. Core funding should not be withdrawn from programs that excel; rather, these are the programs that should be supported and expanded.
- Increase multi-stakeholder partnerships.
- Partnerships with financial institutions that manage revolving funds for environment/development.
- Greater cooperation with national laboratories and agencies facilitating cooperation between those with established procedures and experience with those that are in the process of developing new programs and procedures.
- 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. In other words, UNEP should not seek to develop substantive expertise in all areas.
- UNEP cannot be a research institution.

It should partner with research institutions, academies of science and scientific societies to access research and in-depth expertise.

It can also serve as a clearing-house for best practices and facilitate access to new or topical research; for example, the wealth of research and practical experience on the use of managed or constructed wetlands for water treatment.

4. What are your country's specific proposals to render concrete results for achieving sustainable development goals (social, economic, environmental)?

a. Improve the working methods of functional commissions and other bodies to better catalyze on-the-ground implementation of existing commitments.

The UN's unique convening power should be better harnessed to translate words into action. Some bodies, such as the UN Commission on Sustainable Development (CSD), have adopted key reforms to take on this enhanced role. Best practices that could be applied to other sustainable development bodies in the UN system include:

- **Increasing the amount of “non-negotiating” time:** The UN Commission on Sustainable Development (CSD) has reduced the time spent on negotiations from several weeks per year to several days every two years. This has created valuable space for a) reviewing progress, b) identifying barriers and constraints for implementation, c) sharing lessons learned and best practices in overcoming these barriers and constraints, and d) scaling up and replicating best practices.
- **Serving as a platform for voluntary initiatives that deliver concrete results:** The 2002 World Summit on Sustainable Development (WSSD) was the first major UN conference to endorse voluntary initiatives as an official outcome. WSSD delegates launched more than 200 “Partnerships for Sustainable Development” aimed at implementing Agenda 21, Rio+5, and the Johannesburg Plan of Implementation. Since WSSD, the CSD's partnerships database has grown to include more than 300 partnerships and several of these initiatives have delivered meaningful results. For example, the Partnership for Clean Fuels and Vehicles assisted in phasing out leaded gasoline in Sub-Saharan Africa at the end of 2005 and is working toward a global phase-out by the end of 2008.
- **Collecting and disseminating best practices:** Governments should be encouraged to share best practices as a means of cross-fertilization with others that may share similar problems. UN bodies should adapt their

working methods to better serve this function. The CSD has embraced this approach: the CSD Water Action and Networking Database (WAND) is a web-based tool that grew out of the 2003-2005 CSD Water Cycle and was launched at the 2005 World Water Forum. Currently, the CSD is building a CSD Matrix of policy options on energy-related issues. This Matrix contains over 120 practical solutions, with more still coming in.

- **Promote non-negotiated outputs as complement to consensus texts:** The CSD has supported two types of non-negotiated outputs – partnerships and web-based tools – that serve as a critical complement to consensus texts. In fact, with hundreds of pages of text already on the books, these non-negotiated tools can breathe new life into dialogues which have become abstract and repetitive.
 - **Provide on-site capacity building:** The CSD Learning Center, originally developed in partnership with a UNDP-Smithsonian initiative called “The Institute@...” enables conference participants to provide on-site capacity building to fellow participants. The CSD Learning Center has trained more than 2,000 people since its inception and the Learning Center/Institute@ model has been replicated by 9 international bodies, including 6 UN organizations (e.g. the Commission on the Status of Women, Convention on Biological Diversity, UN-Habitat, etc.)
 - **Priority-setting: more time on fewer issues:** By focusing on water-related issues for two years and then energy-related issues for two years, the CSD has been able to focus more in-depth on these key issues. Moreover, this priority-setting has fostered interlinkages with other bodies (e.g., World Bank, UNEP) and galvanized action (e.g. Rotary International launching water projects during CSD Water Cycle).
- b. Additional improvements could involve the following:
- **Improve cooperation between UNEP and UNDP by building on UNEP/UNDP Memorandum of Understanding (MOU):** 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 expertise:** UNDP has presence in a greater number of countries than UNEP. UNEP and UNDP should coordinate so UNDP could competently carry out aspects of UNEP's program in particular countries as necessary.
- **Coordinate more closely with regional commissions:** Regional commissions receive funding from 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.

5) What should be exactly decided in the context of the GA? In other fora?

- It is premature to decide what the end result of these deliberations should be. It may be that the UNGA does not need to adopt a major resolution on UN reform as it relates to the environment, as opposed to encouragement of individual UN bodies to act more effectively and efficiently in the ways suggested above.
- The GA provides general direction to ECOSOC, including the CSD and the UN Forum on Forests, and the UN Regional Commissions and UN Programs e.g. UNDP and UNEP. Likewise, UNEP reports to the GA.

The GA may consider reducing the regularity of GMEF meetings to every two years.

It could encourage the various UN bodies and processes, including the MEAs, to reduce the number, frequency and duration of meetings, including subsidiary bodies. For example many two-week meetings could easily be reduced to one week, without impacting substantive discussions or results.

It could assign the keeping of a UN environment calendar to a group such as the EMG which would keep an official calendar with the express purpose of reducing scheduling conflicts.

It could encourage greater use of the electronic meetings in lieu of physical gatherings (e.g., conference calls, digital video conferencing and internet discussions, drafting or clearance processes).

It could set a limit on the length of resolutions forwarded to ECOSOC by the CSD, UNFF and other subsidiary bodies of ECOSOC, directing such bodies to focus on operative recommendations, minimize preambular text and reduce duplication within such resolutions.

	Global	Regional	Sub-Regional	National
UN Efficiencies	<ul style="list-style-type: none"> • Reduce frequency of COPs • Reduce negotiation time • Reduce GMEF to biannual meetings • EMG take over calendar of UN environmental meetings 	<ul style="list-style-type: none"> • Coordinate or cooperate on activities among UN regional commissions, UNEP regional offices and other regional programs 		<ul style="list-style-type: none"> • Work through the UN resrep to support and coordinate country-level activities
UN Effectiveness	<ul style="list-style-type: none"> • Set priorities to focus on fewer issues • Improve cooperation between UNDP and UNEP and define roles • Utilize UNDG to enhance coordination 	<ul style="list-style-type: none"> • More work with regional commissions 	<ul style="list-style-type: none"> • Utilize UNDP to implement UNEP sub-regional programs 	<ul style="list-style-type: none"> • Utilize UNDG to enhance coordination at the country level • Utilize UNDP to implement UNEP programs
UN Best practices	<ul style="list-style-type: none"> • Increase voluntary partnerships and initiatives • Develop web-based capacity building tools to complement negotiated texts 	<ul style="list-style-type: none"> • Coordination among UNECE and UNEP regional office on environment and development • On-site capacity building 	<ul style="list-style-type: none"> • Use agency presence and comparative advantage in program delivery 	<ul style="list-style-type: none"> • Collect and catalogue governments' best practices • On-site capacity building
MEA Efficiencies	<ul style="list-style-type: none"> • Audit secretariats to ensure best use of resources • Combine administrative services of MEA secretariats, including accounting infrastructure, pension administration, acquisition services and conferencing services • Co-location of MEA secretariats where appropriate • Reduce frequency of meetings and use DVCs 	<ul style="list-style-type: none"> • MEA participation at other regional environmental meetings • Regional coordination and participation at MEAs 	<ul style="list-style-type: none"> • Cooperation with regional conventions, e.g. Regional Seas, Cartagena, Barcelona, Nairobi • Coordination on MEA preparations and reporting, e.g. SPREP 	<ul style="list-style-type: none"> • Increase substantive coordination within governments
MEA Effectiveness	<ul style="list-style-type: none"> • Regarding capacity-building and training, focus on two or more related topics (like UNEP Green Customs Initiative which trains customs officials to identify articles in international trade that are covered by environmental conventions, such as chemicals and endangered species) 		<ul style="list-style-type: none"> • Greater use of Basel Technical Centers 	<ul style="list-style-type: none"> • Provide capacity building so countries can fully implement MEA obligations
MEA Best Practices	<ul style="list-style-type: none"> • Decrease the amount of negotiating time and focus on implementation 	<ul style="list-style-type: none"> • Increased environmental monitoring, e.g. InterAmerican Biodiversity Information Network (IABIN) 	<ul style="list-style-type: none"> • Greater environmental monitoring e.g. North American Biodiversity Information Network (NABIN) 	<ul style="list-style-type: none"> • Use of Global Taxonomy initiatives to build capacity

<p>Proposal to Strengthen UNEP</p>	<ul style="list-style-type: none"> • Focus only on areas where UNEP has a competitive advantage • Enhance participation in UNDG • More cooperation with national academies of science and other professional scientific societies 	<ul style="list-style-type: none"> • Increase capacity building • Increase cooperation with IFIs • Collaboration with regional trade bodies 	<ul style="list-style-type: none"> • Increase capacity building • Increase cooperation with IFIs • Build links with sub-regional organizations: SADC, EAC, ECOWAS 	<ul style="list-style-type: none"> • Increase capacity building • Increase cooperation with IFIs • More partnerships with private sector
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22 June 2007

Excellency,

I am pleased to inform you that the Co-Chairs on the informal consultative process on International Environmental Governance, H.E. Permanent Representative of Mexico, Claude Heller, and H.E. Peter Maurer, Permanent Representative of Switzerland, on 14 June submitted an options paper setting out their key finding and suggesting the way to carry forward these important consultations. The Co-Chairs' Options Paper is available on the website of the President of the General Assembly at: <http://www.un.org/ga/president/61/follow-up/environment/EG-OptionsPaper.PDF>

I would like to thank the Co-Chairs for their tireless work and dedication in preparing the options paper which reflects months of intensive consultations with Member States on the key issues under consideration. The options paper sets out the shortcomings of the current system, provides practical building blocks and options for improving International Environmental Governance that should be considered during the 62nd session, as well as, an overview of broader transformational options that could be considered in future.

I would like to strongly encourage all Member States to give due consideration and attention to the options set out in the report. The Co-Chairs stand ready to receive your feedback on the paper over the coming months in order to facilitate more in depth discussions in September.

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

Haya Rashed Al Khalifa

All Permanent Representatives and
Permanent Observers to the United Nations
New York



24 May 2007

Excellency,

I would like to draw your attention to the attached letter from the H.E. Hilario G. Davide, Permanent Representative of Philippines and H.E. Thomas Matussek, Permanent Representative of Germany. On behalf of their respective groups, the ASEAN New York Committee and the European Union, they have asked me to convene a debate under the theme "Climate Change as a global challenge" at the earliest possible convenience.

Given the importance of this issue for the international community I intend to hold this meeting in the second half of July. I will shortly provide you with further details on the exact date and arrangements for the meeting. The Facilitators responsible for consultation on International Environmental Governance will assist me in preparing for this debate.

In this regard, I am pleased to inform you that H.E. Permanent Representative of Mexico, Claude Heller Rouassant will take over from his predecessor, Ambassador Enrique Berruga, as facilitator on International Environmental Governance. I am grateful to Ambassador Heller for accepting this responsibility, which he will carry out in close cooperation with H.E. Peter Maurer, Permanent Representative of Switzerland. I would like to take this opportunity to express my sincere appreciation to Ambassador Berruga for his dedication and tireless efforts to move this process forward.

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


Haya Rashed Al Khalifa

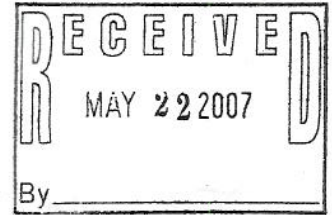
All Permanent Representatives and
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New York



MISYON NG PILIPINAS SA MGA
NAGKAKAISANG BANSA



Ständige Vertretung
der Bundesrepublik Deutschland
bei den Vereinten Nationen
New York



22 May 2007

Excellency,

On behalf of our respective member countries, we have the honor to request your Excellency to convene a thematic debate under the theme "Climate Change as a global challenge" at the earliest opportunity.

There is now broad agreement within the international community that climate change is one of the immediate global challenges. There is also broad agreement that the world needs to urgently deal with this issue.

As the United Nation's chief deliberative, policy-making and coordinating body, the General Assembly must, therefore, address this issue. The thematic debate would serve to enhance the current momentum on this issue. It could also feed into the Secretary-General's thinking to convene a high-level event on climate change prior to the 62nd United Nations General Assembly. All these steps help to keep priority attention on climate change and will hopefully help create conducive conditions for the 13th Conference of Parties of the United Nations Framework Convention on Climate Change and the 3rd Meeting of Parties of the Kyoto Protocol negotiations in Bali, Indonesia at the end of the year.

We hope that you will give this proposal serious consideration. We would be grateful if this letter could be circulated as an official document of the General Assembly.


HILARIO G. DAVIDE, JR.
Permanent Representative

Chairman, ASEAN New York Committee



THOMAS MATUSSEK
Permanent Representative
EU Presidency

H.E. SHEIKHA HAYA RASHED AL KHALIFA
President
United Nations General Assembly



MISIÓN PERMANENTE DE MÉXICO



**The Permanent Mission of Switzerland
to the United Nations**

5 March 2007

Excellency,

We wish to thank you for your active participation in the second round of informal consultations on the issue of the institutional framework for the UN's environmental activities. We have been pleasantly encouraged by the positive exchange of views that characterized our meetings on 18 and 23 January.

As promised in our previous meeting, we herewith provide you with a summary of the debriefing on our visit to Paris and Nairobi, held on 15 February. In the spirit of transparency, we would also like to share with you the talking points we used for our presentation at the Paris Conference for Global Ecological Governance and the 24th GC/GMEF in Nairobi.

Moreover we are pleased to announce that the dedicated website has been updated with all available country statements made during our informal consultations in January. These statements as well as all other relevant documents related to this informal consultation process can be accessed at: <http://www.un.org/ga/president/61/follow-up/environmental/governance.shtml>

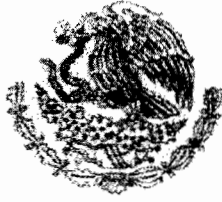
Finally we would like to remind you that we very much welcome all your ideas, thoughts and proposals to the discussed questions until the end of March.

Please accept, Excellency, the assurance of our highest consideration.

Ambassador
Enrique Berruga
Permanent Representative of
Mexico

Ambassador
Peter Maurer
Permanent Representative of
Switzerland

All Permanent Representatives and
Permanent Observers to the United Nations
New York



MISIÓN PERMANENTE DE MÉXICO



**The Permanent Mission of Switzerland
to the United Nations**

22 November 2006

Excellency,

We wish to thank you for your active participation in the first round of informal consultations on the issue of the institutional framework for the UN's environmental activities under Paragraph 169 of the Summit Outcome Document held in April and June 2006. We have been encouraged by the constructive climate that characterized our exchange of views.

In her letter dated 5 October 2006 outlining the work ahead for the 61 General Assembly, the PGA informed Member states that she had asked us to resume our consultations following the issuance of the report of the High-level Panel on System-wide Coherence.

We intend to build the further process upon the results of the first round of consultations as reflected in the Co-Chairs' Summary dated 27 June 2006. The summary as well as other relevant background documents, inter-governmental decisions and resolutions pertaining to the work of the informal consultative process can be found at the following internet address: <http://www.un.org/ga/president/60/summitfollowup/enviro.html>. This web link has been established through the office of the President of the 60th General Assembly.

We are committed to continue carrying out our consultations in an open, transparent and inclusive manner. In order to foster a structured discussion, we invite delegations to address questions as set out in the annex to this letter.

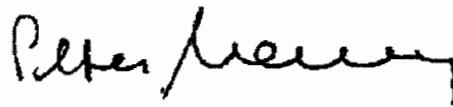
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New York

We plan to resume consultations in mid January 2007. In preparation, a short information meeting will be held on 6 December 2006. The exact place and time of the meeting will be announced in the UN Journal.

Please accept, Excellency, the assurance of our highest consideration.



Ambassador
Enrique Berruga
Permanent Representative of
Mexico



Ambassador
Peter Maurer
Permanent Representative of
Switzerland

Implementation at the country level

1. What are the strengths and weaknesses of international actors in the area of environment (UNEP, UNDP, other UN entities, the World Bank, the MEAs) in supporting environmental objectives in your country/your area of activity in terms of scientific knowledge, normative/policy advice and operational support?
2. According to your national priorities, what activities should be developed in your country regarding scientific knowledge, normative/policy advice and operational support?
3. How can interaction between your country and the different entities as well as among these entities be improved at country level?
4. What is your assessment of the advancement of the implementation of the Bali Strategic Plan and other elements of the Cartagena outcome and how can implementation be improved?
5. How can countries be better supported in their effort to integrate environmental objectives into development planning and operations as well as in economic policies? How can environmental objectives be better addressed in situations of natural disasters and complex emergencies?

Enhancement of global governance: recommendations for the different actors at a global level

6. What are your conclusions, in the light of experiences at country level, with regard to the cooperation of UNEP and UNDP, UNEP and the MEAs, MEAs among themselves, UNEP and other UN entities, UNEP and the WB?
7. How can cooperation and coordination mechanisms be improved within the UN system and globally?
8. Can a strengthened UNEP effectively and fully fulfill its mandate as the environmental pillar of the UN system?
9. What practical measures within existing mandates could be implemented in order to enhance the effectiveness of the UN activities on environment? Are changes in mandate for the different entities necessary?

Funding

10. What are the strengths and weaknesses of present funding schemes in terms of the timely availability of sufficient funds? How can improvements be achieved?

Partnerships

11. How can partnerships of the global environmental governance system with civil society, business and science communities be strengthened?



THE PRESIDENT
OF THE
GENERAL ASSEMBLY

6 July 2006

Excellency,

You will recall that in my letter of 26 January 2006 I announced the designation of Ambassador Enrique Berruga of Mexico and Ambassador Peter Maurer of Switzerland as Co-Chairs of the Informal Consultative Process on the Institutional Framework for the UN's Environmental Activities. As I announced during the meeting held on 27 June 2006, I am herewith sending you their summary of the process.

Ambassador Berruga and Ambassador Maurer have carried out these informal consultations in an efficient and fruitful manner and in close cooperation with Member States. I am very grateful for all the work they have done and the skilful leadership they have provided in the course of this process.

I would also like to thank Member States for engaging so seriously throughout the consultations. I know that your deliberations have been most constructive and that discussions have been conducted in a very positive spirit.

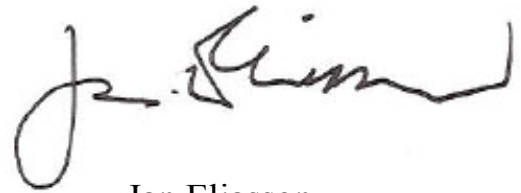
We can all agree on the importance of the work carried out in this process and I believe that much progress has been achieved. You have identified key areas where there is common ground and a deeper understanding has emerged with respect to those issues requiring more work in the future.

All Permanent Representatives and
Permanent Observers to the United Nations
New York

It is therefore important to explore further our options for improving the environmental work of the UN in order for the Organization to be better equipped to help protect the environment around the globe.

It is my understanding that there is considerable interest amongst delegations in seeing this process continue and move forward into the next session of the General Assembly. The next President of the General Assembly has herself identified the environment as one of the crucial areas of UN reform. I understand therefore that she looks forward to continuing discussions on these important matters during the 61st session of the General Assembly.

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

A handwritten signature in black ink, appearing to read 'J. Eliasson', with a large, stylized initial 'J'.

Jan Eliasson

Co-Chairs' Summary of the Informal Consultative Process on the Institutional Framework for the UN's Environmental Activities

**Presented by
Ambassador Enrique Berruga (Permanent Representative of Mexico) and
Ambassador Peter Maurer (Permanent Representative of Switzerland)**

New York, 27th June, 2006

Introduction

In his letter of 26 January 2006 the President of the General Assembly announced that he had asked us to co-chair an informal consultative process in follow up to paragraph 169 of the September 2005 World Summit Outcome Document (WSOD). The President of the General Assembly also attached to his letter a factual background paper prepared by the Secretariat containing information on the current institutional framework of the UN's environment work.

In our letter of 26 March 2006 we suggested the areas that were to be considered in the informal consultative process. The first round of meetings, on respectively 19 and 25 April 2006, covered these broad areas,

- enhanced coordination
- improved policy advice and guidance
- strengthened scientific knowledge, assessment and cooperation
- better treaty compliance, while respecting the legal autonomy of the treaties
- better integration of environmental activities in the broader sustainable development framework at the operational level, including through capacity building.

During the early part of May we traveled to Nairobi and Geneva to consult with Member States as well as with UN representatives, convention secretariat staff and NGOs. We reported on our visits during our third meeting on 24 May 2006 (the notes we used for our introductory statement to that meeting were circulated on 30 May 2006). At that meeting we circulated a letter with a proposed outline for further discussions. The outline and specific questions that we posed were based on views expressed by Member States during the first round of consultations. Follow up meetings to address these questions were held on 13 and 20 June, with a final wrap up meeting on 27 June 2006.

A web link was established¹, through the Office of the President of the General Assembly, with relevant background documents, inter-governmental decisions and resolutions pertaining to the work of the informal consultative process. During the past months we remained in close contact with the Secretary-General's High level Panel on UN System-wide Coherence in the Areas of Development, Humanitarian Assistance and

¹ <http://www.un.org/ga/president/60/summitfollowup/enviro.html>

the Environment. As we stated at the meeting held on 24 May, while the scope, timing and character of the two processes are different, they both are based on the WSOD and should be mutually reinforcing.

The present co-chairmen's summary represents our attempt to capture the various comments and views provided by delegations in the course of the consultations. We have tried to reflect such comments and views as factually and objectively as possible.

The content of the summary is structured along the main areas contained in paragraph 169 of the WSOD, as outlined in our letter of 24 May 2006.

Overview

A number of central messages were repeatedly provided by many Delegations throughout the consultative process and form, in our view, a good basis for further discussions on specific proposals to improve the institutional framework for the UN's environment work.

Persistence of environmental degradation

- Despite a steady increase in policy guidance, meetings, reports, actors and resources as well as some isolated successes, our natural resource base continues to be unsustainably utilized and deterioration of environmental conditions persists unabatedly. This represents a challenge for all countries.

Fragmentation

- The large number of bodies involved with environmental work has allowed specific issues to be addressed effectively and successfully, but has also increased fragmentation and resulted in uncoordinated approaches in both policy development and implementation. It has further placed a heavy burden on all countries in terms of participation in multilateral environmental processes, compliance to and effective implementation of legal instruments, reporting requirements and national level coordination.

From policy-making to implementation

- The focus of attention and action is shifting from the development of norms and policies to implementation thereof in all countries.
- Whereas a large body of policy work has been developed and continues to expand, a growing gap remains between normative and analytical work and the operational level. In that respect capacity-building at all levels, especially in developing countries is of key importance.

Environment as part of Sustainable Development

- Environment should not be treated in isolation, but as part of sustainable development.
- Environmental concerns are not adequately integrated into the UN's developmental activities.
- Much more focus is required in terms of bringing the environment into economic planning processes and providing sound scientific advice to decision makers.
- Environmental issues are also increasingly linked to the health, agriculture and trade areas.

Issues of capacity-building, technology transfer, financial support

- Capacity-building, technology transfer and increased financial support for environmental activities are key factors for treaty compliance and implementation.
- The implementation of the Bali Strategic Plan for Technology Support and Capacity-Building as well as a strengthened cooperation between UNEP and UNDP based on their respective comparative advantages and the implementation of their MoU would significantly contribute to progress in these areas.
- The Global Environmental Fund (GEF) and the private sector are called upon to play a more active role in these areas.
- Concern was expressed that UNEP continues to rely on a funding base that is neither stable nor predictable for this impedes its ability to fulfill its mandate effectively.

Levels of activity

- While there is broad agreement that improvements are needed in the environmental work at the global, regional and national levels, further work needs to be done so as to design the appropriate linkages between them.

Role of various bodies, including GA, ECOSOC, CSD and UNEP

- The General Assembly, the Economic and Social Council and the Commission on Sustainable Development should remain at the core of the sustainable development agenda as articulated in Rio and Johannesburg. UNEP, for its part, should have a clear environmental profile, thereby contributing to a better articulated sustainable development discussion and decreasing the tendency of bodies such as the CSD to do environmental work.

Institutional aspects

- There is wide recognition of the need and the possibility to improve environmental governance in areas such as quality and coherence of normative/policy work, capacity building, technology transfer and financial mechanisms, scientific knowledge and its relevance for policy making, and lessons-learned exchanges, and of the key role of the UN in that respect. Such improvements have to stand the real-life test and ultimately contribute to stopping and reversing environmental degradation and to a

more effective and efficient system of international environmental governance. They also have to take into account the role of UNEP as the principal UN body in the field of environment.

- Several options have been offered on how to achieve such improvements. In terms of the institutional structure, both an approach based on incremental steps – i.e. building on existing structures by enhancing efficiencies - and one based on the transformation of UNEP into a UNEO have been suggested. In this context, network and umbrella formats to enhance the coherence of the environmental system were also mentioned. It was also suggested that the various approaches could be realized sequentially.
- Many delegations stressed the need to better coordinate the vast array of MEAs, for example through clustering in areas such as chemicals and waste as well as biodiversity, while respecting the legal autonomy of the instruments.
- Concerns were expressed so as to make sure that a strengthened system of international environmental governance does not lead to new trade barriers, divert attention from poverty eradication and development, or erode the comprehensive sustainable development framework.
- On the other hand, the view was expressed that a strengthened system of environmental international governance should contribute to the realization of the MDGs and not be merely understood as a cost-cutting exercise but as a way to channel new funds into sustainable development.

Enhanced coordination

Many Delegations stressed that environmental issues should not be discussed in isolation and should form part of the agenda of inter-governmental forums on development issues. They emphasized that this should be done by mainstreaming environmental concerns in development planning, financing and execution. Additionally, other Delegations highlighted that coordination should not only be strengthened at the international level, but that the national level deserved particular attention and required improved capacity building, scientific support and sharing of best practices, particularly for developing countries.

There was broad support for strengthening UNEP and its role in coordinating environmental issues. All Delegations expressed support for the full implementation of the Cartagena outcome on international environmental governance, which could provide gains in this area. In terms of the Cartagena outcome a number of suggestions were made, like the promotion of inter-agency cooperation and coordination at policy level.

Many Delegations said that the Environment Management Group (EMG) has not yet reached its full potential. The EMG could be better utilized in the inter-agency context and its role should be strengthened in order to provide a coherent environmental input across the UN system, they said. A closer relationship between the EMG and the United Nations Development Group (UNDG), so as to provide a stronger link between the normative/analytical work and operational activities, was also suggested.

In terms of the UNEP Global Ministerial Environment Forum (GMEF), which has universal participation, many Delegations view it as the most prominent forum for Environment Ministers to discuss emerging environmental challenges and broad policy options. A number of Delegations were of the view that the GMEF should do more to enhance cooperation. Suggestions were made that the Forum should refrain from issuing general summaries. Instead, it should engage in substantive discussions that would result in decisions with practical orientation. Some proposals for the GMEF were: to have a multi year work plan, to monitor MEAs policy development and implementation, and to interact in a meaningful manner with other inter-governmental forums and conferences of parties (COP's).

Improved policy advice and guidance

Delegations put forward a number of proposals on improving the effectiveness of the UNEP's GMEF (as enumerated above). Some of these related to the possible policy coordination role that the GMEF could play in terms of coordinating programmatic activities, long term strategies, and budgetary planning of the MEAs. Such suggestions need to be weighed against the autonomy of other inter-governmental forums and COP's. All Delegations reiterated the need to preserve the legal autonomy of the MEAs.

Many Delegations supported enhanced scientific assessment and the need to take steps to improve scientific cooperation so that expertise is not overlooked by, or remains unknown to, decision makers. In terms of dissemination, the possible role of UNEP to act as a clearing house was proposed by some Delegations.

A number of Delegations called for the strengthening of the EMG and that it should not only improve coordination among its members, but also with other inter-agency mechanism such as the UNDG. It was also said that the EMG could provide a vehicle for coordination and information exchange on normative aspects, and on the scientific knowledge, across the system.

Better integration of environment activities in the broader sustainable development framework at the operational level, including through capacity building

The full implementation of the UNEP's Bali Strategic Plan on Technology Support and Capacity Building, in cooperation with UNDP, was stressed by many Delegations. Similarly, many Delegations called upon UNEP and UNDP to increase their cooperation in accordance with the recently concluded MoU and with respect to their management practices. In this regard, many Delegations requested that UNEP regional offices endeavor to work more closely with the UNDP country offices. The importance of

regional cooperation for strengthening national capacity building was also underscored by a number of Delegations.

Some Delegations pointed to the key importance of coordination at the national level in the context of environmental activities. Capacities in this regard would need to be enhanced. There was broad support for the need to integrate environmental concerns in development assistance frameworks and country assessments, and to enable developing countries to mainstream environmental sustainability in their own planning processes. The Bali Strategic Plan could provide a valuable tool in this regard.

Better treaty compliance, while respecting the legal autonomy of the treaties

Despite some value in specificity, there was widespread support for a much more coherent system dealing with the multitude of environmental issues currently under discussion. Many Delegations pointed to the material limitations to attend and participate meaningfully in a multitude of meetings as well as the administrative costs and heavy reporting burden. This burden also extended to capacities required to implement legal agreements, affecting the legitimacy of such instruments and thus reinforcing the argument that enhanced capacity building is essential, especially for developing countries. On compliance, there were different perspectives: some argued in favor of improved monitoring and compliance mechanisms, while others preferred to rely on capacity building. Other proposals, like the establishment of a voluntary peer-review mechanism on compliance; having qualitative rather than quantitative policy guidance; and using the Bali Plan to provide assistance in implementing MEAs at the national level were also presented.

A number of proposals were made in terms of improved cooperation among MEAs and between MEAs and UNEP. Some proposals related to a functional clustering, i.e. on issues related to chemicals and biodiversity. Others favored administrative and secretariat capacities being merged. Similar suggestions were made in terms of joint capacity building programmes. Other proposals were: having back to back meetings; deciding to have fewer meetings; enhancing synergies among the MEAs; and that the GMEF should have a stronger coordinating role in the normative areas, among others. On reporting, some Delegations supported the consolidation of reporting obligations, while others argued against a unified reporting method. All these proposals were presented in terms of respecting the legal status or autonomy of international environmental treaties and agreements, and addressed the support structures underpinning the instruments and their effective implementation at national level.

Strengthened scientific knowledge, assessment and cooperation

Although Delegations said that a wide variety of scientific expertise is available, many pointed out that there is a need to collect and present it in a coherent and sound way to decision makers. Some efforts that might be needed were mentioned: establishing a clearing house mechanism, streamlining existing institutions, engaging private sector, academia and NGOs, networking scientific expertise, among others. There was support for strengthening UNEP's scientific capacity and particularly its assessment and early warning activities. A number of Delegations mentioned that a lack of sufficient funding may have hampered UNEP's potential in this area. The development of the Environmental Watch framework, UNEP's Global Environmental Outlook and the workings of the IPCC deserve further consideration.

References were also made to the scientific bodies functioning under the auspices of the MEA's and how this body of knowledge could be better utilized and coordinated, including as a tool for technology transfer.

Conclusion

There is wide recognition that we have so far been unable to stop and reverse environmental degradation and that the current environmental system is fragmented, duplicitous and lacks coherence, thereby reducing its capacity and efficiency. The linkage between environmental sustainability and sustainable development was also a central theme addressed by all Delegations.

The areas mentioned in paragraph 169 of the September 2005 World Summit Outcome Document, section "Environmental activities", are generally seen as the key areas in which to seek improvements. Moreover, several delegations mentioned the necessity to look into enhanced financial support and mechanisms, and linkages with the IFIs, in particular the World Bank, as well as to include the activities and views of science communities, business and civil society.

A number of practical proposals were made in all these areas. These practical proposals, some of which are referred to in the summary, require further reflection and analysis.

There is wide recognition that efforts to create a more coherent institutional framework for the UN's environmental activities should start by strengthening and building upon existing structures and better implementing past agreements. Some delegations claimed that these steps would be sufficient. Other delegations expressed doubts that the challenges can be met within the present institutional framework and are therefore asking for more fundamental institutional changes. Either way, all efforts should be premised on the basis that strengthening the environmental dimension should benefit the broader sustainable development agenda.

UNITED NATIONS



NATIONS UNIES

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**Secretary-General's High-level Panel on UN System-wide Coherence
in the Areas of Development, Humanitarian Assistance, and the Environment**

12 June 2006

Excellencies,

I am writing to you further to our discussions concerning the relationship between your work as Co-Chairs of the informal consultations of the plenary of the General Assembly on the institutional framework of the environmental activities of the United Nations, and the mandate given to the Secretary-General's High-Level Panel on System-Wide Coherence.

As you may recall, during our meeting on 17 April, we had discussed collecting basic information from various multilateral environmental agreements (MEAs) to better inform our respective deliberations. As such, the Panel Secretariat requested a number of international and regional MEA Secretariats to answer a series of questions on mission, structure, funding and governance, provided in a template format. Attached for your information is a compilation of the information that we received.

Please let me know if you would like to receive the document in an electronic format.

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

A handwritten signature in black ink, appearing to read "Adnan Z. Amin".

Adnan Z. Amin
Executive Director

H.E. Mr. Enrique Berruga of Mexico
Permanent Mission of Mexico to the United Nations
2 United Nations Plaza, 28th Floor
New York, NY 10017

H.E. Mr. Peter Maurer of Switzerland
Permanent Mission of Switzerland to the United Nations
633 Third Avenue, 29th Floor
New York, NY 10017



MISIÓN PERMANENTE DE MÉXICO



**The Permanent Mission of Switzerland
to the United Nations**

31 May 2006

Excellency,

During the informal consultation that took place on Wednesday 24 May 2006 there was a discussion on the schedule as proposed in our letter of 24 May 2006.

After consultations with delegations, please be informed that the schedule for the month of June will be as follows:

- Questions 1., 2. and 3. on 13 June (a.m. + p.m.);
- Questions 4. and 5. on 20 June (a.m. + p.m.);
- Stocktaking/Wrap-up on 27 June (a.m.)

The questions are those contained in our letter of 24 May 2006.

Please be also informed that a dedicated website has been set up at the following address: <http://www.un.org/ga/president/60/summitfollowup/enviro.html>

Please accept, Excellency, the assurance of our highest consideration.

Ambassador
Enrique Berruga
Permanent Representative of
Mexico

Ambassador
Peter Maurer
Permanent Representative of
Switzerland

All Permanent Representatives and
Permanent Observers to the United Nations
New York



MISIÓN PERMANENTE DE MÉXICO



**The Permanent Mission of Switzerland
to the United Nations**

24 May 2006

Excellency,

We wish to thank you for your active participation in the first round of informal consultations on the issue of the institutional framework for the UN's environmental activities. We have been pleasantly encouraged by the positive exchange of views that characterized our meetings on 19 and 25 April.

As announced in our previous meeting, a web link with relevant background information on environmental governance issues is being established and its details will soon be made available. We hope these efforts will help promote further inclusiveness and transparency in our work.

We have given further thought on how the next phase of our informal consultations could proceed. Building on the fruitful discussions we have had so far, and the two questions we posed in our letter of 20 March 2006, we propose that delegations focus during the next rounds on the following, more specific questions:

1. *Enhanced coordination*

Which are the major challenges at a normative/policy level as well as at the operational level with respect to coordination and what are their practical implications? Are there specificities at the global, regional and national level to take into consideration?

How can coordination within the UN system be improved, both vertically (who should lead? and in what situation?) and horizontally (who should participate?) in order to overcome present weaknesses and to improve the UN response to environmental challenges?

How can appropriate coordination between the UN system and the environmental treaties be ensured? Are there any best practices to be replicated?

Could the Environment Management Group (EMG) be more effectively utilized in this regard, as per its mandate, and how could this eventually be done?

All Permanent Representatives and
Permanent Observers to the United Nations
New York

2. *Improved policy advice and guidance*

Which are the major gaps with respect to policy guidance and advice and what are their practical implications?

How can these gaps best be addressed while respecting the legal autonomy of the treaties?

How could a more coherent global environment agenda be promoted?

Is the GC/ Global Ministerial Environment Forum being effectively utilized in this context, as per its mandate and in its interaction with other governing bodies/boards and if not, how should it be used more effectively?

How can the gap between policy guidance and the implementation of such guidance best be overcome? What are the specific challenges

/ within the UN system?

/ between the UN system and the MEAs?

/ between the UN system and other international organizations like the World Bank?

3. *Better integration of environmental activities in the broader sustainable development framework at the operational level, including through capacity-building*

Which are the major challenges with respect to better environmental activities in the broader sustainable development framework at the operational level and what are their practical implications?

What does the UN system currently offer in this respect and how can it be improved?

How best could the UN system support the implementation of environmental policies in developing countries?

How can the functioning of multilateral funding mechanisms for the environment such as GEF be better oriented and have a larger impact on the ground?

More in general, how can the environmental dimension be improved in a manner that contributes to the strengthening of sustainable development?

4. *Better treaty compliance, while respecting the legal autonomy of the treaties*

Which are the major challenges with respect to treaty compliance and what are their practical implications?

How can we ensure coherence and effectiveness in treaty compliance?

How can capacities be built at the national level in order to foster implementation? Which UN entities should engage in what kind of capacity-building in order to support the national implementation of international agreements? How need such entities be organized to deliver the requested services?

How can we minimize administrative costs and avoid duplications? How can we ensure a better allocation of resources?

How can the proliferation of meetings and of reporting obligations be addressed in a concrete manner? What are the possibilities of a more unified reporting system? Can COPs and expert meetings under different MEAs be organized in a more “consolidated” way? If yes, how?

5. Strengthened scientific knowledge, assessment and cooperation

Which are the major challenges with respect to strengthened scientific knowledge, assessment and cooperation and what are their practical implications?

How can the scientific knowledge that is available, including in terms of monitoring and assessment of emerging trends and of early warning, be brought together in a manner that makes it more useful to all Member States as well as more authoritative and accessible?

These questions are suggested in an effort to help delegations prepare for what we hope will be focused, concrete and interactive follow-up discussions. They reflect points made by delegations during the first round of informal consultations. We believe that more detailed and, if possible, practical answers to these questions will help us to clarify further the issues at hand and build additional momentum towards a constructive outcome for the informal consultations.

We propose to hold consultations according to the following schedule:

- Questions 1., 2. and 3. on 6 June (p.m.) and 7 June (p.m.) and, if necessary, 13 June (a.m. + p.m.);
- Questions 4. and 5. on 20 June (a.m. + p.m.);
- Stocktaking/Wrap-up on 27 June (a.m.)

We also re-emphasize that we remain in close contact with the Secretary General’s High Level Panel on System Wide Coherence to ensure that the two processes are mutually supportive and complementary.

Please accept, Excellency, the assurance of our highest consideration.



Ambassador
Enrique Berruga
Permanent Representative of
Mexico



Ambassador
Peter Maurer
Permanent Representative of
Switzerland



THE PRESIDENT
OF THE
GENERAL ASSEMBLY

26 January 2006

Excellency,

In my letter of 3 November, I noted that paragraph 169 of the Outcome Document mandated us to look at the institutional framework for the UN's environment work, and signalled my intention to set up informal consultations in this regard early in 2006. In my letter of 22 December, I advised that I had asked the Secretariat to produce a factual background paper to help inform the forthcoming consultations.

As promised in December, I am writing again now to inform you that I have asked Ambassador Enrique Berruga of Mexico and Ambassador Peter Maurer of Switzerland to co-chair the proposed informal consultations.

I am pleased to advise that Ambassadors Berruga and Maurer have kindly agreed to accept this responsibility. I have asked them to be in contact with delegations with a view to preparing a basis of the work for the informal consultations. I know that they will be grateful to receive any advice, ideas or inputs you might have as they prepare the road ahead.

I am also attaching to this letter the factual background paper which the Secretariat has now produced.

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

Jan Eliasson

All Permanent Representatives and
Permanent Observers to the United Nations
New York

The institutional framework for the United Nations system's environmental activities

Background note

Introduction

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”.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 Summit Outcome also stressed, in the section entitled “Sustainable development: managing and protecting our common environment”, that “poverty eradication, changing unsustainable patterns of production and consumption and protecting and managing the natural resource base of economic and social development are overarching objectives of and essential requirements for sustainable development”.² Furthermore, the Outcome enumerates an array of sectoral and cross-sectoral issues, including among others, water resources, desertification, biodiversity, natural disasters, energy, climate, forests, chemicals and hazardous wastes.

At the international/global level these issues are dealt with by a variety of funds, programmes and agencies within the UN system, including through mandates provided to multilateral environmental agreements. However, issues more cross-cutting in nature tend not to have a central institutional location.

Mounting scientific evidence, at both international and regional levels, that the state of the global environment is deteriorating, has resulted in an increase of United Nations system entities that are addressing environment-related issues in their work. While this increase has focused concern on environmental sustainability, it has also presented challenges for coordinated and coherent action. The governing bodies of the various institutions have tended to develop their own norms and standards on specific issues,

¹ “2005 World Summit Outcome”, General Assembly Resolution 60/1 of 16 September 2005, paragraph 169.

² Ibid., paragraph 48.

supporting legal instruments that have relevance to their mandates, but not necessarily developing a coordinated approach to the application of such instruments or possible inter-linkages.

In terms of proposals to improve coherence in addressing these issues, a wide variety of literature exists, both from academic institutions and as a result of the recent inter-governmental process on international environmental governance, undertaken under the auspices of the Governing Council of the United Nations Environment Programme (UNEP). Proposals have also been generated by a number of other informal processes, involving Member States and academic institutions, launched, notably by Finland, France, Germany and Sweden.

This background note aims to present a brief overview of the current institutional framework, within which the United Nations system's environmental activities are carried out.

Environmental and institutional challenges and responses to them

The numerous challenges that the world faces in the environmental sphere are well known. The recently released Millennium Ecosystem Assessment offers further sobering statistics, including, among others, estimates that 12% of bird species, 25% of mammals, 23% of conifers and 32% of amphibians are currently threatened by extinction. Dependency of coastal cities on fisheries as primary food source is endangered by harvesting 72% of the world's marine stocks faster than they can reproduce, while at least 25% of marine fish stocks are over-harvested. 24% of coral reefs are under imminent risk of collapse, while a further 26% are severely threatened.

Statistics on the lack of adequate water and sanitation have been often quoted in the recent past, as have its adverse effects on the health of especially the poor and vulnerable. This situation is compounded by a loss of 50% of the world's wetlands and continued unsustainable losses through inefficient and unsustainable irrigation practices. Water withdrawals from rivers and lakes for irrigation or urban and industrial use have doubled between 1960 and 2000. Every year an estimated \$42 billion in income and 6 million hectares of productive land are lost to land degradation and declining agricultural productivity. Sea ice in the Arctic Ocean has declined at an average annual rate of 8% and four of the past five years have been the warmest on record. Production patterns have altered to keep up with increasing demand for food and energy, resulting in increased air pollution and waste management challenges.

Bearing in mind the increasingly serious nature of environmental challenges, Environment Ministers, in preparing for the 10 year review of the 1992 Rio Earth Summit (UNCED), decided in 2000 to establish a process to "review the requirements for a greatly strengthened institutional structure for international environmental governance based on an assessment of future needs for an institutional architecture that has the

capacity to effectively address wide-ranging environmental threats in a globalizing world”.³

This process was launched under the auspices of the UNEP Governing Council/Global Ministerial Environment Forum (GC/GMEF) and also attracted wide-ranging attention and involvement from academic institutions, NGOs and inter-governmental organizations. It has resulted in a number of recommendations related to the role of the UNEP GC/GMEF in international environmental policy making; strengthening the financial situation of UNEP; improved coordination among and effectiveness of multilateral environmental agreements; capacity building, technology transfer and country-level coordination for the environmental pillar of sustainable development; and enhanced coordination across the UN system, through the use of the Environmental Management Group (EMG). The outcome of the process was endorsed by the World Summit on Sustainable Development in 2002.

A number of other government led initiatives have also been launched, with Germany and Sweden hosting seminars with non- and inter-governmental organizations, and Finland embarking on a sustainable development governance process. In 2003, France established an informal working group of some 26 countries to consider the transformation of UNEP into a UN Environment Organization. A series of meetings have taken place in New York and Nairobi to consider strengths and weaknesses of the current system of environmental governance, financing, the needs of developing countries, the role of multilateral environmental agreements, monitoring and early warning systems, communications strategies and institutional arrangements.

A review of these initiatives reveals a number of strengths, weaknesses and further/persistent needs. Among the strengths are the availability of a considerable wealth of data and information on emerging environmental trends, the systematic monitoring and assessment of the state of the global environment and wide ranging reporting thereon. The development of poverty and environment work (such as the UNDP and UNEP Poverty and Environment Partnership) has produced some successes at local community level and increased the realization that sound environmental management has economic importance for poverty reduction. There has also been an increase in private sector involvement in new public private partnerships.

A large body of policy recommendations has been developed, through an increase in multilateral processes involving both governmental and other stakeholders, on a variety of sectoral areas. In addition, many legally binding, as well as non-legally enforceable instruments exist, all of which provide norms, principles, procedures, guidelines and codes of conduct to address environmental issues, ranging from regional seas conventions and protocols to global treaties. In some areas joint programmes of work have been launched by conventions and other stakeholders.

The development of a considerable volume of environmental law over the past two decades has been a major achievement, as has the increase in national legislation and

³ Malmo Ministerial Declaration of 2000, UN document A/55/25

corresponding national governance arrangements. The success of the Montreal Protocol, based on a strong normative basis and sound financing mechanism, has been illustrated in its effective implementation. However, many other legal instruments do not have sufficient funding or regulatory frameworks to ensure similar levels of implementation.

In recent years there has also been a focus on the development of new principles, such as the precautionary approach or prior informed consent, that have been integrated into international legal agreements, and a focus on the cross-cutting areas linked with the environment, such as trade and health. Major intergovernmental meetings and summit events have placed increased focus on environmental issues and the general public is becoming more knowledgeable on matters such as climate change, unsustainable consumption patterns and new energy sources.

Linked to strengths have also been evident weaknesses, such as the multitude of rules and reporting requirements that have accompanied the proliferation of multilateral environmental agreements and have placed a particular burden on developing countries that do not have the requisite capacity for compliance to or implementation of these instruments. While the wide range of multilateral environmental agreements has shown that sound environmental management remains a concern, many of these instruments suffer from inadequate funding and there has been a perception that coordination in scientific research and expertise to eliminate overlap and enhance inter-linkages, as well as knowledge sharing, could be improved substantially. Such problems of coherence and sectoral fragmentation have undermined efficiency and the ability to effectively address not only sector-specific issues holistically, but also cross-cutting issues in an interconnected manner and in the context of a global ecosystems approach. Moreover, structures that govern trade and investment flows tend to give precedence to economic considerations and often pay inadequate attention towards assessing environmental and social impacts. Conversely, environmental institutions are sometimes perceived to give low priority to economic and social considerations.

The increase in the number of legal instruments in the environmental field, many of which are semi-independent in nature, has resulted in competition for scarce financial resources. Linked with the corresponding involvement of a growing number of entities within the United Nations system, duplication of environmental activities has also become more evident and has undermined efficiency. Adherence to, and compliance with, legal instruments have become increasingly complicated, with insufficient political commitment and financing on the one hand and on the other the lack of the requisite national capacity, particularly in developing countries, compounding the situation. For many countries it is becoming difficult not only to prepare, participate in and implement international agreements, but also to adequately develop corresponding policies and coordinate enforcement thereof at the national level.

Vulnerable countries, such as Small Island Developing States and Least Developed Countries, often feel that their particular needs have been overlooked in search of policy solutions and responses at the international level and that there is insufficient international assistance to enable them to address their challenges. A lack of policy

integration at the national, regional and international levels has become an impediment to effectively addressing not only existing but, especially, emerging issues. Similarly, funding mechanisms for global environmental issues and regional governance structures have become complex and extremely difficult to access for many countries and present challenges to governments in need of the technical capacities required for the implementation of international agreements at national level. Coherent and coordinated capacity development and technical assistance efforts that address needs in a bottom up approach and foster national ownership also appear to remain a challenge for the multilateral system.

Current structural and institutional arrangements in the UN system

The Economic and Social Council (ECOSOC) is, according to the Charter, the principal organ entrusted with the coordination of the UN's work in the economic and social field, including development and the environment.

The Commission for Sustainable Development (CSD) was established in December 1992 in follow up to the UN Conference on Environment and Development (UNCED). It is a subsidiary body of ECOSOC and has as main tasks the follow up to the outcomes of the UNCED (Agenda 21) and the 2002 World Summit on Sustainable Development (Johannesburg Plan of Implementation), at the local, national, regional and international levels. Since 2003 the CSD adopted a new programme and organization of work through which it follows a series of two-year action-oriented implementation cycles, which include respectively a review and policy session. In these cycles, progress in implementation for a selected cluster of thematic issues, as well as cross sectoral issues, are reviewed in the first year, based on which the second year involves policy decisions on practical measures and options to expedite implementation on the relevant cluster. These thematic clusters are addressed in an integrated approach, taking into account the three dimensions of sustainable development.

The United Nations Development Programme (UNDP) is the principal global development network of the United Nations. UNDP concentrates its efforts towards achieving the Millennium Development Goals, including the overarching goal of cutting poverty in half by 2015. Its network links and coordinates global and national efforts to reach these Goals, with a focus on Democratic Governance, Poverty Reduction, Energy and Environment, Crisis Prevention and Recovery, and HIV/AIDS. The focus of UNDP's work in environment is to support the integration of environmental concerns into the broader development agenda at the country level in order to ensure more sustainable development and poverty reduction outcomes as well as helping countries meet commitments under multilateral environmental agreements. UNDP has six priority areas in this regard, including Frameworks and strategies for sustainable development; Effective water governance; Access to sustainable energy services; Sustainable land management to combat desertification and land degradation; Conservation and sustainable use of biodiversity; and National/sectoral policy and planning to control emissions of Ozone Depleting Substances and Persistent Organic Pollutants. For

environment and energy as a whole, UNDP manages a total portfolio of about \$7 billion across the 166 countries where UNDP is present.

The United Nations Environment Programme (UNEP) was founded by the General Assembly in 1972, with the function and responsibility to keep under review the state of the global environment and the impact of national and international environmental policies and measures. It is also tasked to assist developing countries to implement environmental policies, projects and programmes and to ensure that such projects and programmes are compatible with the development plans and priorities of developing countries. Agenda 21 affirmed UNEP as the principal body within the UN system in the field of the environment and requested it to focus on the provision of technical, legal and institutional advice to governments, enhancing such national frameworks as part of capacity building efforts, and to integrate environmental aspects into development policies and programmes. In 1997 the General Assembly reconfirmed UNEP as the principal United Nations body in the field of the environment, calling for it to be the leading global environmental authority that sets the global environmental agenda, promotes the coherent implementation of the environmental dimension of sustainable development and serves as an authoritative advocate for the global environment. The Assembly also in 1998 established a Global Ministerial Environment Forum (GMEF), which meets annually on the occasion of the UNEP Governing Council meeting, and has as functions the consideration of emerging environmental issues, promotion of interaction with multilateral financial institutions and international cooperation and the provision of policy guidance and advice on environmental trends and cross-cutting issues.

Aside from those mentioned above, a host of other UN entities and specialized agencies develop and implement programmes related to the environment in accordance with their mandates. Among these are the Food and Agriculture Organization of the United Nations (FAO) (agriculture, forestry, fisheries, soil management, plant protection); the World Health Organization (WHO) (health and the environment); the United Nations Educational, Scientific and Cultural Organization (UNESCO) (environmental education, scientific activities, e.g. on oceans and solar energy), the World Meteorological Organization (WMO) (atmosphere and climate, including the Intergovernmental Panel on Climate Change (IPCC)); the International Labour Organization (ILO) (working environment and occupational safety); the International Maritime Organization (IMO) (marine pollution, dumping at sea and safety in maritime transport of dangerous goods) and the International Civil Aviation Organization (ICAO) (environmental aspects of civil aviation). The International Atomic Energy Agency (IAEA) is responsible for matters related to nuclear materials, including nuclear safety and radioactive wastes.

FAO, ILO, IMO and IAEA have been actively promoting the development of conventions and protocols related to the environment within their areas of competence. The United Nations Conference on Trade and Development (UNCTAD) examines linkages among trade, investment, technology, finance and sustainable development, and, in cooperation with the World Trade Organization (WTO) and UNEP, supports efforts to

promote the integration of trade, environment and development. The World Bank includes in its thematic portfolio Environment and Natural Resources Management sectors such as biodiversity, climate change, environmental policies and institutions, land management, pollution management and environmental health and water resources management.

Many of the large number of multilateral environmental agreements, although developed within the UN system, are autonomous legal instruments, with their own conferences of parties and secretariats supported by the United Nations and UNEP. Among these are the three “Rio” conventions: (a) the 1992 Framework Convention on Climate Change (FCCC), which sets an overall framework for intergovernmental efforts to tackle the challenges posed by climate change, recognizing that the climate system is a shared resource whose stability can be affected by industrial and other emissions of carbon dioxide and other greenhouse gases; (b) the 1994 Convention to Combat Desertification, which focuses on the problem of land degradation in arid, semi-arid and dry sub-humid areas, with a particular emphasis on Africa; (c) the 1992 Convention on Biological Diversity, which covers all ecosystems, species and genetic resources, links traditional conservation efforts to the economic goal of using biological resources in a sustainable manner, and sets principles for the fair and equitable sharing of the benefits arising from the use of genetic resources.

Among those conventions directly administered by UNEP, are: (a) the Convention on Biological Diversity (listed above); (b) the 1989 Basel Convention, which has as central goals the environmentally sound management of hazardous wastes in terms of its storage, transport, treatment, reuse, recycling, recovery and final disposal, as well as the protection of human health and the environment by minimizing hazardous waste production whenever possible; (c) the 1973 Convention on International Trade in Endangered Species of Wild Fauna and Flora, which aims at ensuring that international trade in specimens of wild animals and plants does not threaten their survival; (d) the 1985 Vienna Convention for the Protection of the Ozone Layer and its Montreal Protocol, tasked with protecting human health against adverse effects resulting from modifications of the ozone layer and phasing out of chemicals processes and substances responsible for its depletion; as well as a number of regional seas conventions.

Others, such as the 1971 Ramsar Convention on Wetlands, an intergovernmental treaty which provides the framework for national action and international cooperation for the conservation and wise use of wetlands and their resources, are independent in nature. Some of those dealing with specific areas such mountain regions, etc also fall in this category.

A table listing the core environmental conventions and related agreements is attached (see Annex).

Coordinating mechanisms

The current inter-agency coordinating mechanisms that are most relevant to environmental coordination include the High Level Committee on Programmes (HLCP) of the Chief Executives Board for Coordination (CEB), the United Nations Development Group (UNDG and the Environment Management Group (EMG).

The UNDG was created in 1997 to improve the effectiveness of UN development activities at the country level. It encompasses the operational agencies working on development, is chaired by the Administrator of the UNDP and has an Executive Committee consisting of UNICEF, UNFPA, WFP and UNDP. The UNDG develops policies and procedures that allow member agencies to work together and analyze country issues, plan support strategies, implement support programmes, monitor results and advocate for change. Membership includes UNDP, UNICEF, UNFPA, WFP, UNHCR, UNIFEM, UNOPS, UNAIDS, UN-HABITAT, UNODC, WHO, UN-DESA, IFAD, UNCTAD, UNESCO, FAO, UNIDO, ILO, UN-DPI, OHRLLS, UNEP, UNHCR, the World Bank and UNFIP.

The General Assembly established the Environment Management Group (EMG) in resolution 53/242 of 1998, with the purpose of enhancing UN system wide coordination and coherence in the field of the environment and human settlements. The EMG is tasked with facilitating joint action in finding solutions to emerging environmental and human settlements challenges, promoting inter-linkages and contributing towards synergies and complementarities among the activities of its members. Membership is wide ranging, including various multilateral environmental agreements (MEAs) the UN Regional Commissions, FAO, IAEA, ICAO, IFAD, ILO, IMO, ISDR, ITC, OCHA, OHCHR, UNCTAD, UN-DESA, UNDP, UNESCO, UNFPA, UNICEF, UNIDO, UNITAR, UNU, UPU, WFP, WHO, WIPO, WMO, the World Bank, World Trade Organization, World Tourism Organization, UNEP and UN-HABITAT. The EMG is chaired by the Executive Director of UNEP and functions on the basis of time-bound issue management groups, a practice through which a lead agency leads a cluster of members in work on a specific issue area (such as chemicals management, capacity building in biodiversity, sustainable procurement practices, etc).

The UN Chief Executive Board and its High Level Committees have established a number of system wide inter-agency mechanisms to improve coordination, such as the Network on Rural Development, formed in 1997 with the FAO, IFAD and WFP playing a lead role. In follow up to the 2002 World Summit on Sustainable Development the High Level Committee on Programmes established a number of inter-agency arrangements to foster cooperation in a number of issue areas, such as oceans and coastal areas, water and energy (UN-Oceans, UN-Water and UN-Energy). These mechanisms are chaired on a rotating basis by a lead agency and share information and experiences in their various programmatic areas of competence.

As part of the Secretary General's reforms in 1997 a number of Executive Committees were established, namely in the areas of Peace and Security, Economic and Social Affairs, Development Operations and Humanitarian Affairs. The Executive

Committees are designed as instruments of policy development, decision-making and management. The heads of UN entities consult with one another on work programmes as well as other matters of collective concern, to identify and exploit ways of sharing resources and services so as to maximize programme impact and minimize administrative costs.

Some other arrangements also exist, such as the liaison group established by the three Rio Conventions (CBD, CCD and UNFCCC) which has functioned for approximately four years.

Financing environmental activities

The Global Environment Facility, established in 1991, is the largest funding mechanism for environmental activities and assists developing countries to fund projects and programmes in the areas of biodiversity, climate change, international waters, land degradation, the ozone layer and persistent organic pollutants. The World Bank, UNDP and UNEP are the implementing agencies of the GEF, although a larger number of executing agencies contribute to the management and execution of GEF Projects. These include IFAD, FAO, UNIDO and the development banks in Africa, Asia, Latin America and Europe.

As the financial mechanism for four international environmental conventions (UNFCCC, CBD, CCD and the Stockholm Convention on Persistent Organic Pollutants), the GEF also helps fund initiatives that assist developing countries in meeting the objectives of the conventions. Any eligible country or group may propose a project, which must meet two key criteria, it must reflect national or regional priorities and have the support of the country or countries involved, and it must improve the global environment or advance the prospect of reducing risks to it. The World Bank has been the largest recipient of GEF grants, with approximately \$3.3 billion, while the UNDP has received \$2.1 billion and UNEP \$469 million (cumulative figures through 31 December 2005, not including co-financing from other sources).

As the principal UN environmental body, UNEP has a 2006-7 biennium budget of \$273 million. Its Environment Fund is the main financial mechanism and contributions are voluntary in nature. The Fund, including a reserve and support costs, amounts to \$130 million for the biennium. Additional contributions are made to the General (\$24 million) and Technical Cooperation (\$42 million) Trust Funds, with donor governments also contributing in kind (\$45 million) to programmatic activities. Approximately \$11 million is derived from the UN regular budget.

The main global multilateral environmental agreements (MEAs) all have budgets that cover core activities and staff costs. A number of the MEAs have funding mechanisms that support their specific areas of competence, aside from the normal operating budgets. One example is the Multilateral Fund of the Montreal Protocol on Substances that Deplete the Ozone Layer, which for the period 2006-2008 totals

approximately \$439 million and will be used to promote the transfer of ozone-friendly technologies to developing countries.

Although there has been increasing trends towards direct budget assistance from donor governments, targeted at sector-specific support, such assistance has not always taken into account environmental considerations, and overall financial support for addressing environmental challenges have not increased.

Annex

<i>Core environmental conventions and related agreements of global significance</i>		
Agreement	Year adopted	Secretariat
<u>Atmosphere conventions</u>		
1. United Nations Framework Convention on Climate Change (UNFCCC)	1992	United Nations
2. Kyoto Protocol to the United Nations Framework Convention on Climate Change	1997	United Nations
3. Vienna Convention for the Protection of the Ozone Layer	1985	UNEP
4. Montreal Protocol on Substances that Deplete the Ozone Layer	1987	UNEP
<u>Biodiversity-related conventions</u>		
5. Convention on Biological Diversity	1992	UNEP
6. Cartagena Protocol on Biosafety to the Convention on Biological Diversity	2001	UNEP
7. Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES)	1973	UNEP
8. Convention on the Conservation of Migratory Species of Wild Animals (CMS)	1979	UNEP
9. Agreement on the Conservation of African-Eurasian Migratory Waterbirds (AEWA)	1995	AEWA
10. Agreement on the Conservation of Bats in Europe (EUROBATS)	1991	EUROBATS
11. Agreement on the Conservation of Cetaceans of the Black Sea, Mediterranean Sea and Contiguous Atlantic Area (ACCOBAMS)		ACCOBAMS
12. Agreement on the Conservation of Seals in the Wadden Sea	1990	Independent
13. Agreement on the Conservation of Small Cetaceans of the Baltic and North Seas (ASCOBANS)	1992	ASCOBANS
14. Convention on Wetlands of International Importance, especially as Waterfowl Habitat	1971	IUCN
15. Convention Concerning the Protection of the World Cultural and Natural Heritage	1972	UNESCO
16. International Coral Reef Initiative (ICRI)	1995	ICRI
17. Lusaka Agreement on Cooperative Enforcement Operations Directed at Illegal Trade in Wild Fauna and Flora	1994	Kenya Wildlife Society

<u>Chemicals and hazardous wastes conventions</u>		
18. Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and Their Disposal	1989	UNEP
19. Basel Protocol on Liability and Compensation for Damage Resulting from Transboundary Movements of Hazardous Wastes and Their Disposal	1999	UNEP
20. Rotterdam Convention on the Prior Informed Consent Procedure for Certain Hazardous Chemicals and Pesticides in International Trade	1998	UNEP/ FAO
21. Stockholm Convention on Persistent Organic Pollutants	2001	UNEP
<u>Land conventions</u>		
22. United Nations Convention to Combat Desertification in those Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa	1992	United Nations
<u>Regional seas conventions and related agreements</u>		
23. Global Programme of Action for the Protection of the Marine Environment from Land-based Activities	1995	UNEP
24. Convention for the Protection of the Marine Environment and the Coastal Region of the Mediterranean (Barcelona Convention)	1976	UNEP
25. Kuwait Regional Convention for Cooperation on the Protection of the Marine Environment from Pollution	1978	ROPME
26. Convention for Cooperation in the Protection and Development of the Marine and Coastal Environment of the West and Central African Region (Abidjan Convention)	1981	UNEP
27. Convention for the Protection of the Marine Environment and Coastal Area of the South-East Pacific (Lima Convention)	1981	CPPS
28. Regional Convention for the Conservation of the Red Sea and Gulf of Aden Environment (Jeddah Convention)	1982	PERSGA
29. Convention for the Protection and Development of the Marine Environment of the Wider Caribbean Region (Cartagena Convention)	1983	UNEP
30. Convention for the Protection, Management and Development of the Marine and Coastal Environment of the Eastern African Region (Nairobi Convention)	1985	UNEP
31. Convention for the Protection of the Natural Resources and Environment of the South Pacific Region (Noumea Convention)	1986	SPREP
32. Convention on the Protection of the Marine Environment of	1992	HELCOM

the Baltic Sea Area (Helsinki Convention)		
33. Convention on the Protection of the Black Sea from Pollution (Bucharest Convention)	1992	BSEP
34. Convention for the Protection of the Marine Environment of the North-East Atlantic	1992	OSPAR
35. Draft Convention for the Protection and Sustainable Development of the Marine and Coastal Environment of the Central-East Pacific		UNEP
36. Draft Convention for the Protection of the [Marine] [Environment] of the Caspian Sea		
37. East Asian Seas Action Plan	1981	UNEP
38. Programme for the protection of the arctic marine environment	1991	PAME
39. North-West Pacific Action Plan	1994	UNEP
40. South Asian Seas Action Plan	1995	SACEP



United Nations Environment Programme

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PROGRAMME DES NATIONS UNIES POUR L'ENVIRONNEMENT • PROGRAMA DE LAS NACIONES UNIDAS PARA EL MEDIO AMBIENTE

ПРОГРАММА ОРГАНИЗАЦИИ ОБЪЕДИНЕННЫХ НАЦИЙ ПО ОКРУЖАЮЩЕЙ СРЕДЕ

**Issue Paper by the
Officer in Charge/
Deputy Executive Director**

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UN REFORM

IMPLICATIONS FOR THE ENVIRONMENT PILLAR

This contribution by the UNEP secretariat encompasses views and perspectives of relevance to the work of the Secretary-General's high-level panel on UN system wide coherence in the areas of development, humanitarian assistance and the environment (the Coherence Panel), as well as to the informal consultations by the General Assembly on system-wide coherence regarding environmental activities (the Informal Consultation), both in follow up to paragraph 169 of the 2005 World Summit Outcome.

This paper contains suggestions of the UNEP secretariat and does not purport to reflect the position of the UNEP governing bodies or UN Member States.

EXECUTIVE SUMMARY

1. UNEP was established in 1972 to provide general policy guidance for the direction and coordination of environmental programmes within the UN system and to review their implementation. Its mandate represented the mix of intergovernmental, secretariat, financial and interagency coordination functions deemed necessary at that time to ensure the system-wide follow-up of the Stockholm Conference. Efforts to enhance system-wide coherence have been a recurrent feature of the governing processes of the ever evolving UN. UNEP has been subject to several reforms and decadal reviews of environmental activities in the UN system.
2. The number of organizations, multilateral agreements, agencies, funds and programmes involved in environmental activities has increased significantly since 1972. Both the Governing Council and the programme operations of UNEP have found it increasingly challenging to perform the original system-wide environmental coordination role. Although the General Assembly reaffirmed UNEP's role as the principal UN body in the field of the environment in 1997, repeated calls for enhanced UN system-wide environmental coordination have been made from the late 1990s onwards..
3. Paragraph 169 of the outcome document of the 2005 World Summit responds to UNEP's own call for a greatly strengthened institutional structure for international environmental governance (IEG). Within its mandate, UNEP is well placed to address the needs for system-wide coherence and more effective environmental activities in the UN system. This is particularly true in areas of demonstrated comparative advantage and expertise, such as in environmental assessments and networking, environmental law and policy guidance, and capacity building. This issue paper provides perspectives and proposals on how to address each of the needs identified in paragraph 169 regarding more effective environmental activities in the UN system.
4. Paragraph 169 also agreed on the need to explore the possibility of a more coherent institutional framework to achieve more efficient UN environmental activities. Such an institutional framework could be based on a clarification and rationalization of the roles, responsibilities and reporting lines of intergovernmental, operative, financial and administrative environmental entities of the UN system, according particular attention for example to UNEP, CSD, FAO, GEF, UNDP, UNESCO, UN-Habitat, WMO, World Bank and the MEAs. In doing so it should take full account of UNEP's role and demonstrated comparative advantage and expertise as the principal environmental UN body.
5. The General Assembly may wish to further empower its subsidiary body, the UNEP Council/Forum, as the leading global environmental authority that sets the global environmental agenda and promotes the coherent implementation of the environmental dimension of sustainable development within the UN system. In this regard, the full implementation of the recommendation emanating from the IEG review would be of strategic importance.
6. There is a clear continuum from 1972 to 2006 regarding the importance of UN system-wide coherence in addressing environmental change. Such change may, if not halted or significantly reduced, seriously limit development options of member states and increase their vulnerability in terms of natural disasters and conflicts resulting in need for humanitarian assistance.
7. This contribution by the UNEP secretariat encompasses views and perspectives of relevance to the work of the Secretary-General's high-level panel on UN system wide coherence in the areas of development, humanitarian assistance and the environment (the Coherence Panel), as well as to the informal consultations by the General Assembly on system-wide coherence regarding environmental activities (the Informal Consultation), both in follow up to paragraph 169 of the 2005 World Summit Outcome.

I. UNEP'S MANDATE: - FROM STOCKHOLM TO THE 2005 WORLD SUMMIT

1. UNEP's original functions and responsibilities as entrusted to it by the General Assembly in 1972¹ are divided between its four main entities. *The Governing Council*² is set up to promote international cooperation and keep the environment under review. It is to also give policy guidance on the planning, coordination and effectiveness of UN system-wide environmental programmes, as well as on their impact on developing countries and their relation to social and economic policies and priorities. The Council and member states are assisted by *The Secretariat, its Executive Director* and *The Environment Fund*. The fund should finance wholly or partly environmental activities within the UN system, with particular attention to integrated projects, effective programme co-ordination, and development priorities and needs of developing countries³. Efficient programme coordination among UN agencies and the economic commissions was to be assured by *The Environment Coordination Board*.

2. This mix of intergovernmental, secretarial, financial and interagency coordination functions were all deemed necessary in 1972 to ensure the system-wide follow-up of the Stockholm Conference⁴. Such efforts to enhance system-wide coherence have been a recurrent feature of the governing processes of an ever evolving UN. The restructuring of the UN system in 1977, for instance, assigned the functions of the Environment Coordination Board and other similar thematic coordination mechanisms to *The Administrative Committee on Coordination*⁵.

3. The environmental activities in the UN system have been regularly reviewed. The first decadal-review took place at the special session of the UNEP Governing Council in 1982⁶, ten years after Stockholm. The second decadal-review led to the adoption of Agenda 21 by the Rio Conference⁷ in 1992. It did reaffirm UNEP's role with regard to policy guidance and coordination and assigned roles and responsibilities to all relevant entities in the UN system⁸. The establishment of the Global Environment Facility (GEF), the Commission on Sustainable Development (CSD) and the autonomous and semi-autonomous Multilateral Environmental Agreements (MEAs) were all major achievements, but it also made the coordination role assigned to UNEP more demanding.

4. Increased calls for enhanced UN system-wide environmental coordination were made from the late 1990s onwards. The General Assembly confirmed UNEP's role as the principal UN body in the field of the environment in 1997⁹. During 1998, within the overall efforts to renew the UN, the Assembly created *The Global Ministerial Environment Forum* (Forum)¹⁰ that would meet annually on the occasion of the UNEP Governing Council. The Assembly also re-established an environmental interagency coordination mechanism, *The Environment Management Group* (EMG).

5. The Forum initiated in 2000 a review of the requirements for a greatly strengthened institutional structure for international environmental governance (IEG). The Council/Forum adopted¹¹ an IEG package which was subsequently endorsed by the third decadal-review at the Johannesburg Summit in 2002¹². The package focused on: i) improved policy coherence – the role of the Council/Forum; ii) strengthening the scientific base of UNEP; iii) strengthening the financing of UNEP; iv) improved coordination among and effectiveness of Multilateral Environmental Agreements (MEAs); v) capacity building, technology support and country level coordination; and vi) enhanced UN system-wide coordination.

6. The 2005 World Summit represents the latest international effort in the review of environmental activities in the UN. Paragraph 169 of its outcome document calls for a stronger system-wide coherence within and between the policy and operational activities of the UN, in particular in the areas of humanitarian affairs, development and environment. It called for more efficient UN environmental activities through: i) enhanced coordination; ii) improved policy advice and guidance; iii) strengthened scientific knowledge, assessment and cooperation; iv) better treaty compliance, while respecting the legal autonomy of the treaties; and v) better integration of environmental activities in the broader sustainable development framework at the operational level, including through vi) capacity building. The UN reform agenda for 2005/6 has given environment high importance.

7. There is a clear continuum from 1972 to 2006 regarding the importance of UN system-wide coherence in addressing environmental change. Such change may, if not halted or significantly reduced, seriously limit development options of member states and increase their vulnerability in terms of natural disasters and conflicts resulting in need for humanitarian assistance. The process led by the Coherence Panel is vital for effective mainstreaming of environmental considerations into the wider development agenda as articulated in MDG 7. Furthermore, the UNGA Informal Consultations on UN environmental

activities are critical for strengthening the environmental institutional framework needed to backstop this mainstreaming.

I. THE ROLE OF UNEP IN CONTRIBUTING TO UN COHERENCE

8. Within its mandate, UNEP can in principle contribute to addressing the needs for system-wide coherence identified in paragraph 169 through four mechanisms. *First*, through the functions of the Council/Forum as a subsidiary organ of the General Assembly. The further enhancement of the role Council/Forum and its subsidiary may be needed. *Second*, through the activities of the Executive Director and the Secretariat's global and regional presence as outlined in the programme of work. The programme can be further focused in support of the operations of the Council/Forum, and on assisting, upon request, MEAs, regional ministerial fora and member states. *Third*, through the Environment Fund that determines the magnitude of UNEP's programme operations, and its mandated ability to finance environmental activities in the wider UN system as a whole. *Fourth*, through the Environment Management Group (EMG). EMG can within the wider UN coordination structure further promote interagency coordination and complementarity.

9. The changing global, political and economic context has influenced the organisation of work of UNEP. UNEP's mandate has been implemented through three distinct institutional and programmatic approaches: first, an issue based approach with a high degree of attention to core natural resources elements and monitoring (1972 – 1992); second, a structural approach responding to Agenda 21 (1993 – 1997); and third, an approach based on key functions: notably assessment and early warning; policy development and law; policy implementation; production and consumption; environmental conventions; regional cooperation; and communication and public information (1998 – 2006).

10. The Environment Fund budget for the 2006-2007 programme of work, as approved by the Council/Forum, is 130 million US dollars, including 10 million from the UN regular budget. The fund has been increasing steadily over the last few years, amongst others due to the establishment of a voluntary indicative scale of contributions. However, the fund still covers only a fragment of the total investments in environmental activities by the international community. UNEP in addition administers several trust funds, receives some funds from the Multilateral Fund for the Implementation of the Montreal Protocol and is one of the implementing agencies of the GEF. A combination of increased investments and more targeted use of the Environment Fund would enhance the ability of UNEP to carry out its normative and operational functions and be a more effective agent for UN system-wide coherence.

II. RESPONDING TO THE NEEDS IDENTIFIED IN PARAGRAPH 169

11. The following sections provide views and perspectives on how to address each of the needs identified in paragraph 169 regarding more effective environmental activities in the UN system.

A. Enhanced coordination

12. The responsibility for UN system-wide environmental coordination constituted a core component of UNEP's original mandate. The task was to be achieved through a mix of efforts ranging from intergovernmental considerations by the Governing Council, programmatic efforts by the Executive Director, financing of integrated system-wide programmes, and practical interagency cooperation by the Coordination Board. However, both the Council and the programme operations of UNEP have during the last few decades found it challenging to perform the original system-wide environmental coordination role. The number of organisations, multilateral agreements, agencies, funds and programmes involved in environmental activities has increased exponentially since 1972. Further enhancement of the coordination of environmental activities would require the strengthening of several mutually supportive functions, which have to be applied in the right mix.

13. The following system-wide approaches for enhanced coordination of environmental activities could be considered:

(a) Clarifying the roles, responsibilities and reporting lines of intergovernmental, operative and administrative environmental entities of the UN system, as well as consideration of possible rationalization of those entities, according particular attention for example to UNEP, UNEP, CSD, FAO, GEF, UNDP, UNESCO, UN-Habitat, WMO, World Bank and the MEAs;

(b) Strengthening the operations of inter-governmental processes for system-wide environmental coordination;

(c) Expanding the current synchronized biennial programme planning and budgeting processes within the SGs secretariat to the wider UN system, supported by the necessary systems to facilitate exchange of information to reduce overlap and increase synergy among programme activities in environment and other fields;

(d) Ensuring greater financial stability and mobilization of resources by examining ways of increasing the financial investment in environmental coordination. In this regard special attention should be given to the Environment Fund and the GEF in view of the benefits stemming from programme and project complementarity;

(e) Further strengthening relevant existing interagency coordination mechanisms¹³ and harmonizing administrative processes. Such efforts should ensure that EMG has the necessary authority high-level attendance and is integrated in the formal UN management and coordination structures.

► ***The role of UNEP***

14. UNEP can contribute to enhanced coordination of environmental activities in the UN system through the following measures:

(a) Strengthening the operations of the Council/Forum for giving guidance on system-wide coordination of environmental activities based on enhanced support from the Executive Director through the secretariat, programme of work, the Environment Fund and the EMG;

(b) Enhancing the coordination role of the Council/Forum as a subsidiary body to the General Assembly by requesting other intergovernmental environmental fora to report to the Assembly through the Council/Forum;

(c) Strengthening the coordinating role of the Executive Director by requesting that inputs to environmental UN system reports by the Secretary General are submitted through the Executive Director for compilation.

B. Improved policy advice and guidance

15. UNEP was established to provide environmental policy advice and guidance in the UN system and to member states. The UN system has however over the last two decades seen a steady increase in intergovernmental fora providing environmental policy advice and guidance at the international level. This on one hand advanced international cooperation on specific environmental challenges and increased national attention to them. However, on the other hand, the proliferation of international processes has placed a particularly heavy burden on developing countries which are often not equipped to participate meaningfully in the development of international environmental policy. Improved policy advice and guidance is therefore to some extent dependant on improved coordination in policy development among the existing policy fora, including the MEAs and regional environmental ministerial fora. Further measures to improve policy advice and guidance could include those under section III.A above on coordination.

16. The capacity of the environmental pillar of the UN system to provide policy advice and guidance was greatly enhanced by the establishment of the annual Global Ministerial Environment Forum (GMEF) by the GA with universal participation at the ministerial level. It has resulted in a renewed focus on high level environmental policy discussions under the auspices of UNEP. GMEF has now been in operation for five years with steadily increasing participation. However, calls were made at its last session for the Executive Director to consider measures for enhancing the effectiveness of its operations based on this experience.

17. Policies and norms must be periodically reviewed, adapted and renewed in light of new emerging issues, new scientific findings and changes in the magnitude of the environmental challenges. An important aspect of improved policies is the opportunity for policymakers and scientific experts to interact so that policy relevant knowledge is brought to the forefront of decision making in a timely manner. Measures to that effect are proposed under section III.C below. Furthermore, any improvement of policy advice and guidance needs to be based on a review of their effectiveness. The decisions of international fora often

address different aspects of the same management issues at national level, such as for instance water management. An issue based approach could help to harmonise and rationalize policy review efforts.

► ***The role of UNEP***

18. UNEP can contribute to environmental policy advice and guidance in the UN system through the following measures:

- a) Further strengthening the GMEF by enhancing its role in terms of providing overarching environmental policy advice and guidance and on reviewing the effectiveness of environmental policy advice and guidance provided by the UN system;
- b) Further focusing UNEP's programme of work on issue based proactive reviews of the effectiveness of environmental policy advice and guidance provided by the UN system.

C. Strengthening scientific knowledge, assessment and cooperation

19. UNEP has, in accordance with its mandate, undertaken a wide range of collaborative processes for monitoring, observing, networking, managing data, developing indicators, carrying out assessments and providing early warning of emerging environmental threats. Achievements include the ozone and climate assessments and more recently the Global Environment Outlook (GEO) process and its network of collaborating centres and individual experts. A number of national and international institutions, including UN bodies, are active in the field of environmental assessments, monitoring and observing systems, information networks, research programmes. These include at the global level the global observing systems¹⁴ and the newly established Group on Earth Observations and its implementation plan for a Global Earth Observation System of Systems (GEOSS)¹⁵. Efforts also include international scientific programmes, including those operating under the International Council for Science (ICSU).

20. Most MEAs have their own subsidiary scientific advisory bodies which to varying degrees analyse scientific information. The UN Framework Convention on Climate Change is in addition to its subsidiary scientific advisory body also supported by a corresponding assessment mechanism, the Intergovernmental Panel on Climate Change (IPCC), for which WMO and UNEP jointly provide the secretariat. Calls have been made for a similar assessment mechanism based on the achievements of the Millennium Ecosystem Assessment on biodiversity and ecosystems to support the ecosystem-related MEAs, although the usefulness of such a mechanism is still being debated among governments and experts. In addition, the GEF has its own Scientific and Technical Advisory Panel (STAP), for which UNEP provides the secretariat.

21. The IEG process highlighted that the increasing complexity of environmental degradation now requires an enhanced capacity for scientific assessment, monitoring and early warning and called for a further strengthening of UNEP's scientific base. At its 22nd session in 2002, the Council/Forum initiated a broad based consultative process on strengthening the scientific base of UNEP, often referred to as the Science Initiative (see <http://science.unep.org>). The process identified a number of gaps and needs which has helped further focus UNEP's programmatic activities and collaborative efforts in this area.

22. The needs identified in the Science Initiative include:

- (a) Strengthened interaction between science and policy particularly by strengthening the credibility, timeliness, legitimacy and relevance of environmental assessments including in the GEO process and promoting complementarity among them.
- (b) Enhanced focus on scientific inter-linkages between environmental challenges and responses to them as well as between environmental and development challenges as a basis for environmental mainstreaming and development of scenarios and modeling about plausible futures.
- (c) Improved quantity, quality and accessibility of data and information for most environmental issues including for early warnings related to natural disasters. Standardization and interoperability of data sets should be improved to facilitate exchange of environmental information.
- (d) Enhanced national capacities in developing countries, and countries with economies in transition, for data collection and analysis and for environmental monitoring and integrated assessment.
- (e) Improved cooperation and synergy among UN bodies, MEAs and regional environmental fora, scientific and academic institutions and networking among national and regional institutions.

► ***The role of UNEP***

23. Drawing and building on its original mandate and demonstrated comparative advantage and expertise, UNEP can contribute to environmental scientific knowledge, assessment and cooperation in the UN system in particular through the following measures:

(a) The incremental establishment of a coherent system to connect and build scientific, regional and national capacities for environmental data collection, research, monitoring, observing, assessment, early warning, reporting and networking at multiple scales. Such a system (called ‘Environment Watch’) has already been proposed by the Executive Director and would draw on existing institutions and networks as well as UNEP’s experience with current and past networks¹⁶. The latest iteration of the proposal¹⁷ was considered by the Council/Forum at its ninth special session in 2006. Current activities are responding to calls from Governments for a further refinement of the proposal amongst others by exploring its implications at national level.

(b) Strengthened interaction between environmental science and policy at many levels through enhancing the operations of the Council/Forum in keeping the state of environment under review. The Council/Forum could, for instance, through an in-session committee, systematically review scientific assessment findings, identify assessment needs, and oversee the evolution and implementation of the proposed Environment Watch system.

(c) Continuing to undertake, support and catalyse timely, relevant and credible participatory assessment processes¹⁸ such as the ongoing Global Environment Outlook report (GEO-4) (to be published in 2007) which assesses the role of environment for development using the report of the Brundtland Commission (1987)¹⁹ as its baseline. It responds to the directions given by a broad based global intergovernmental and multi-stakeholder consultation held in 2005²⁰, which amongst others called for a combination of the widely regarded, bottom-up participatory GEO process with elements from the well-proven scientific assessment processes such as the Millennium Ecosystem Assessment.

D. Better treaty compliance, while respecting the legal autonomy of the treaties

24. The development of international environmental law over the last decades has been remarkable. It is estimated that there are more than 500 international treaties and other agreements related to the environment of which 323 are regional and 302 date from the period between 1972 and the present²¹. UNEP has contributed significantly to this development and is providing administrative support to a number of multilateral environmental agreements (MEAs). The sheer number of environmental agreements has placed an increasing burden on Parties to meet their collective and differentiated individual obligations. Better treaty compliance requires increased efforts by the international community for addressing financial and institutional constraints in developing countries and countries with economies in transition. While compliance with and enforcement of treaty is first and foremost the responsibility of the Parties to the conventions, the Parties frequently call on support from other institutions, collectively and individually. UNEP is among the institutions regularly called upon by the Conferences of Parties (COPs), their subsidiary bodies and parties to provide support in this respect.

25. UNEP offers limited support to developing countries for the implementation of conventions through its role as an implementing agency of the GEF together with the other implementing and executing agencies. UNEP’s programmatic activities in environmental law are also geared towards supporting better treaty compliance. They include: the third Montevideo Programme for development and periodic review of environmental law for the first decade of the twenty-first century²² and UNEP’s guidelines on compliance with and enforcement of multilateral environmental agreements²³. UNEP also has a separate sub-programme on Environmental Conventions which is promoting collaboration in the field. The IEG process noted that a periodic review of the effectiveness of MEAs is critical to their success.

► ***The role of UNEP***

26. UNEP can contribute to environmental treaty compliance in the UN system through its wide programme activities and in particular the following measures:

(a) Further strengthening the Council/Forum of UNEP by enhancing its role in terms of reviewing the effectiveness of the implementation of MEAs and promoting system-wide support for their

implementation. Such reviews could be based on a thematic approach to allow for efficient reviews while fully respecting the legal autonomy of the treaties.

(b) Refocusing, in support of the Council/Forum, the programme of work along clusters of MEAs for reviewing the effectiveness of implementation of MEAs, and providing, upon request, support for treaty compliance, having particular regard to issue based implementation of MEAs at national level.

E. Better integration of environmental activities in the broader development framework at operational level

27. The integration of environmental activities into the broader development framework is at the heart of MDG 7 on achieving environmental sustainability. The recognition of the need for integration of environmental concerns into public and private social and economic sector institutions has increased tremendously over the last decade at both national and international level. The need for integration of environmental considerations was greatly enhanced by the vision put forward by the Brundtland Commission, which UNEP contributed to. UNEP has worked with partner agencies in the UN system since its inception, including by using up to 40 per cent of the Environment Fund in support of environmental activities of other UN entities. However, UNEP's ability to fund system-wide activities declined after the Rio Conference due to a dramatic reduction in financial contributions to the Environment Fund. New efforts by UNEP include work on the trade and environment nexus, the poverty and environment nexus, renewable energy, payments for ecosystem services, sustainable consumption and production patterns and partnerships with the private sector.

28. Although achievements have been made, they have not kept up with the pace of the accelerating environmental degradation including climate change, degradation of ecosystem services, and release of chemicals into the environment. Mainstreaming of environmental concerns into other sectors requires collaborative efforts across existing sectors. It remains a formidable challenge for all sectors, but in particular for the environmental institutions both at national and international level. It requires a systematic and sustained effort by these institutions comparable with those of more established coordinating sectors, such as finance and planning. Mainstreaming is knowledge intensive and the establishment of the proposed Environment Watch system could facilitate the provision of knowledge and information at multiple scales based on the latest conceptual developments on the links between ecosystem services, human wellbeing, and poverty reduction as *inter alia* developed by the Millennium Ecosystem Assessment and furthered by the ongoing GEO-4. The reform process may want to consider the need for the development of a more systematic and coherent UN system-wide approach, including the development of new and innovative tools, for mainstreaming of environmental concerns into the wider development agenda.

► The role of UNEP

29. UNEP can contribute to better integration of environmental activities in the broader development framework at operational level in the UN system in particular through the following measures:

(a) Strengthening the role of the Council/Forum through the evolution and implementation of a UN system-wide approach for mainstreaming of environmental concerns into the wider development agenda. The approach should be results-oriented and based on a regular review of expected environmental accomplishments for all relevant parts of the UN system. A more coherent system-wide biennial programme and budget cycle for the UN system as a whole would greatly facilitate the development and operation of a mainstreaming approach;

(b) Refocusing the programme of work, in support of the system-wide mainstreaming approach, having specific regard to the following functional and thematic programme elements: i) keeping the environment under review; ii) environmental law and mainstreaming; iii) "green" environmental issues including ecosystems and the natural resources sectors; and iv) "brown" environmental issues including industry and trade sectors.

F. Capacity building: - linkages between the normative work and operational activities

30. Capacity building, technology support and support to implementation of international obligations are key components of UNEP's operational activities. The need for capacity building was a key consideration

from the time that UNEP was established in 1972. UNEP has over the years contributed to capacity building through its programme of work as funded by the Environment Fund, by partnering with other institutions and by serving as an implementing agency for GEF. Although the resources for capacity building are very limited UNEP has over the last few years made some progress in raising significant additional financial resources through cooperation with donor countries in the form of partnership agreements. The need to strengthen and coordinate capacity building in the field of the environment was brought to the front of UNEP's priorities through the IEG process and the adoption of the Bali Strategic Plan on Capacity Building and Technology Support (BSP) in 2005.

31. The BSP is an inter-governmentally agreed approach to strengthening technology support and capacity building in developing countries, as well as countries with economies in transition, taking into account international agreements and based on national and regional priorities and needs. The plan takes into account activities undertaken across the UN system as a whole, including by MEA secretariats as well as by international financial institutions, relevant partners at regional and sub-regional levels, bilateral donors, NGOs and the private sector. It should support improved interagency coordination and cooperation with a special focus on the role UNEP should play in enhancing an effective response to identified needs. It provides the basis for UNEP to play a more substantive role in the UNDG framework based on its demonstrated comparative advantage and expertise. To this end, cooperation between UNEP and UNDP should be enhanced in line with the MOU between them, including at the country level.

► ***The role of UNEP***

32. UNEP can contribute to environmental capacity building in the UN system in particular through the following measures:

(a) Strengthening the role of the Council/Forum in promoting the capacity building efforts of the UN system as laid out in the Bali Strategic Plan in cooperation with UNDP, GEF, regional ministerial fora, regional commissions and other relevant institutions;

(b) Using UNEP's programme of work as a key vehicle for a coherent and multi-scaled implementation of the Bali Strategic Plan, focusing on its areas of comparative advantage in response to regional and national needs and priorities within the wider context of the Common Country Assessments (CCAs) and the UN Development Assistance Framework (UNDAF). A further strengthened Environment Fund could in accordance with its intended system-wide use, strengthen the UN's country level environmental operations in accordance with "the one UN" approach.

IV. EXPLORING A MORE COHERENT UN ENVIRONMENTAL INSTITUTIONAL FRAMEWORK

33. Paragraph 169 also agreed on the need to explore the possibility of a more coherent institutional framework to address the above reflected need, including a more integrated structure, building on existing institutions and internationally agreed instruments, as well as the treaty bodies and specialized agencies. Such an institutional framework must respond effectively to the needs and functions addressed above. It could be based on a clarification of the roles, responsibilities and reporting lines of intergovernmental, operative, financial and administrative environmental entities of the UN system, as well as consideration of possible rationalization of those entities, according particular attention for example to UNEP, UNEP, CSD, FAO, GEF, UNDP, UNESCO, UN-Habitat, WMO, World Bank and the MEAs. In doing so it should take full account of UNEP's role and demonstrated comparative advantage and expertise as the principal environmental UN body.

34. The explorations may also take into account that the MEAs have a strong legal mandate and an autonomous character in the UN system. Any coordination of an institutional framework which includes the MEAs would therefore need a clear authority and mandate by the General Assembly.

35. The General Assembly may wish to consider how to further strengthen its subsidiary body, the UNEP Council/Forum, as the leading global environmental authority that sets the global environmental agenda and promotes the coherent implementation of the environmental dimension of sustainable development within the UN system²⁴. Measures may include:

(a) Finalizing the consideration at its sixty-first session of the important but complex issue of universal membership of the Council ;

(b) Requesting other intergovernmental environmental fora to report to the Assembly through the Council/Forum via ECOSOC;

(c) Strengthening the regional presence of UNEP in particular for supporting regional ministerial environment fora and responding to regional and national capacity building needs;

(d) Investing in UNEP and the Nairobi offices as the UN's only headquarter in the developing world by piloting it as a centre of excellence in terms of governance, openness and transparency, facilities, administration, information and communication technology, budget and finance support systems, personnel management, document management, and 'green' institutional management and operations.

¹ UNGA/XXVII/2997

² The Governing Council consists of 58 members. With regard to the membership of the Governing Council, Governing Council decision SS.VII/1 on international environmental governance identified the need to consider whether membership should be made universal. This matter has been considered at the recent sessions of the Governing Council, and now will be considered at the sixty-first session of the General Assembly.

³ It should i.a. finance programmes, such as: global monitoring, data, assessment and information exchange systems and costs for national counterparts; management; research; public education and training; assistance for national, regional and global environmental institutions; and the promotion of studies for the development of industrial and other technologies best suited to a policy of economic growth compatible with adequate environmental safeguards

⁴ The United Nations Conference on the Human Environment (1972)

⁵ UNGA/32/197

⁶ The 1982 special session of the UNEP Governing Council considered the first ten years of the implementation of the Stockholm Action Plan for the Environment and on priorities and institutional arrangements for the 1980s.

⁷ The United Nations Conference on Environment and Development (Earth Summit) (1992)

⁸ Chapter 38 of Agenda 21 on the International Institutional Arrangements

⁹ The Nairobi Declaration on the Role and Mandate of UNEP, adopted by the nineteenth session of the Governing Council in February 1997 as well as by the Programme for the Further Implementation of Agenda 21, adopted by the nineteenth special session of the General Assembly in June 1997 stated that “UNEP has been and should continue to be the principal United Nations body in the field of the environment. The role of UNEP 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.”

¹⁰ Resolution UNGA/53/242 (based on the recommendations from the United Nations Task Force on Environment and Human Settlements.

¹¹ UNEP/SS.VII/1 (2002)

¹² *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, chapter XI, entitled “Institutional framework for sustainable development”, paragraph 140, subparagraph (d).

¹³ A number of system-wide interagency coordination mechanisms are in place, including The High-level Committee on Coordination of Programme (HLCP), The High-level Committee on Coordination of Management (HLCM), and thematic coordination mechanisms including the UN Development Group (UNDG), UN System-wide Earthwatch, UN-Water, UN-Oceans and the EMG.

¹⁴ Including the Global Climate Observing System, the Global Ocean Observing System and the Global Terrestrial Observing System.

¹⁵ The Group on Earth Observations, is an intergovernmental mechanism established to develop a 10-year implementation plan for building a coordinated, comprehensive and sustained Global Earth Observation System of Systems (GEOSS). GEOSS focuses on nine social benefit areas from a coordinated global observation system. The nine social benefit areas are warning and mitigation of natural and human-induced disasters; environmental factors affecting human health and well-being; management of energy resources; climate variability and change; the water cycle; weather information, forecasting, and warning; protection of terrestrial, coastal, and marine ecosystems; sustainable agriculture and combating desertification; and biodiversity.

¹⁶ This include the network of GEO collaborating centres, the Global Environmental Monitoring System (GEMS), the UNEP Global Resource Information Database (GRID) and Global Environmental Information Exchange Network (Infoterra) and the Food and Agriculture Organization of the United Nations (FAO) and UNEP jointly coordinated Global Land Cover Network (GLCN).

¹⁷ UNEP/GCSS.IX/3/Aad.2.

¹⁸ Programme activities include follow up to the Millennium Ecosystem Assessment and the Global International Waters Assessment (GIWA), cooperation with the World Bank, UNESCO, FAO, WHO and UNDP on the International Assessment on Agricultural Science and Technology for Development (IAASTD), cooperation with FAO and the Land Degradation Assessment in Drylands (LADA), cooperation with the International Oceanographic Commission (IOC) of UNESCO on the Regular Process for Assessment and Reporting on the Marine Environment, the Africa Environment Outlook and GEO Latin America and the Caribbean Environment Outlook as well as support to sub-regional and national environmental assessments.

¹⁹ The World Commission on Environment and Development: *Our Common Future*, (1987)

²⁰ UNEP/GC.23/CRP.5.

²¹ Of the 302 agreements negotiated, 197, or nearly 70 per cent, are regional in scope as compared to 60 per cent for the earlier period. The emergence of regional integration bodies concerned with the environment in regions such as Central America and Europe have contributed to this trend. In many cases, regional agreements are closely linked to global ones. Of greatest impact has been the emergence of the 17 multi-sectoral regional seas conventions and action plans embracing 46 conventions, protocols and related agreements.

The largest cluster of multilateral environmental agreements is related to the marine environment, accounting for over 40 per cent of the total, the most notable being the United Nations Convention on the Law of the Sea (1982), new IMO marine pollution conventions and protocols, the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities (1995) and regional seas agreements and regional fisheries conventions and protocols.

Biodiversity-related conventions form a second important but smaller cluster, including most of the key global conventions: the Convention Concerning the Protection of World Cultural and Natural Heritage (1972), the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) (1973), the Convention on the Conservation of Migratory Species of Wild Animals (CMS) (1979) and the Convention on Biological Diversity (1992).

In contrast to the pre-1972 period, two new important clusters of agreements have emerged: the chemicals-related and hazardous-waste-related conventions, primarily of a global nature, and the atmosphere/energy-related conventions. The first include several ILO conventions that address occupational hazards in the workplace. Most recently, we have had the adoption of the Rotterdam Convention on the Prior Informed consent Procedure for Certain Hazardous Chemicals and Pesticides in International Trade (1998) and the Stockholm Convention on Persistent Organic Pollutants, adopted in May 2001.

At the forefront of the atmosphere/energy-related conventions are the Vienna Convention for the Protection of the Ozone Layer (1985) and its Montreal Protocol on Substances that Deplete the Ozone Layer (1987), and the United Nations Framework Convention on Climate Change (1992).

²² Decision UNEP/GC.21/23 of 9 February 2001

²³ Decision UNEP/GCSS.VII/4 of 15 February 2002

²⁴ See endnote 9.



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ENVIRONMENTAL GOVERNANCE

First meeting

New York, 18 April 2001

Item 3 of the provisional agenda*

INTERNATIONAL ENVIRONMENTAL GOVERNANCE

Report of the Executive Director

* UNEP/IGM/1/1.

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Introduction

1. As we approach the World Summit on Sustainable Development in 2002, the environment remains high on the international agenda. Significant achievements have been made during the past 30 years. Since the 1972 Stockholm Conference on the Environment and the 1992 Conference on Environment and Development, steady progress has been made which has resulted in the establishment of a variety of institutional mechanisms designed to address specific environmental issues as well as the interface between the economic, social and environmental aspects of development.
2. These institutional mechanisms have, however, often been created without due consideration of how they might interact with the overall system, and questions have increasingly arisen concerning the coordination of this multifaceted institutional architecture.
3. The continued destruction of the natural resource base, declining financial resources and the realization that environmental problems are of such magnitude that the international community must address the continued sustainability of the planet in a more coordinated and coherent manner have resulted in an awareness that the international institutional architecture dealing with environmental issues must be strengthened. A series of intergovernmental decisions have addressed this issue and a number of initiatives have been launched to develop proposals on how the system could function better.
4. The 1997 Nairobi Declaration, adopted by the Governing Council of the United Nations Environment Programme (UNEP) and endorsed by the United Nations General Assembly, clearly establishes UNEP as “the principal United Nations body in the field of the environment” and clarifies its role as the “leading global environmental authority that sets the global environmental agenda, that promotes the coherent implementation of the environmental dimension of sustainable development and that serves as an authoritative advocate for the global environment”.
5. During 1998 within the overall reform effort of “Renewing the United Nations”, the Secretary-General appointed a Task Force on Environment and Human Settlements, which finalized its work in 1999 with the adoption of the “Report of the Secretary-General on environment and human settlements”. The work of the Task Force focused on a number of aspects, including inter-agency linkages, intergovernmental forums and the involvement of major groups, information, monitoring, assessment and early warning and the revitalization of UNEP and the United Nations Centre for Human Settlements (UNCHS) (Habitat). Its recommendations were considered by the Governing Council and adopted by the General Assembly in its resolution 53/242. One of these recommendations dealt with the establishment of an Environmental Management Group to address the issue of improving coordination between agencies and also between environmental conventions. The Group held its first meeting in January 2001. A second recommendation dealt with the creation of a Global Ministerial Environment Forum, to meet annually on the occasion of the Governing Council.
6. The first meeting of the Forum, held in Sweden in May 2000, adopted the Malmö Declaration which focused on crucial areas such as major environmental challenges of the twenty-first century, the relationship between the private sector and the environment, civil society and the environment and the 10-year review of the implementation of the outcome of the United Nations Conference on Environment and Development. As all these areas impact on the role of the environment in an increasingly global policy outlook, Governments agreed that the 2002 World Summit on Sustainable Development should “review the requirements for a greatly strengthened institutional structure for international environmental governance based on an assessment of future needs for an institutional architecture that has the capacity to effectively address wide-ranging environmental threats in a globalizing world. UNEP’s role in this regard should be strengthened and its financial base broadened and made more predictable.”
7. This conclusion was based, in part, on the present proliferation of structures, agreements and conferences, which has resulted in a heavy burden on developing countries in particular, many of which simply do not have the necessary resources either to participate in an adequate and meaningful manner, or to comply with the complex and myriad reporting requirements associated therewith. It is also becoming

apparent that weak policy coordination is resulting in missed opportunities to enhance coherence and synergy among the various instruments. The number of legal agreements dealing with environment and sustainable development is increasing while the average time taken to negotiate each treaty is decreasing. At the same time, the scale of problems to be addressed has widened – from the regional through the hemispheric to the global – while the number of sovereign States that have to participate in the negotiation of such legal arrangements has gradually burgeoned. Whereas the creation of the various legally binding conventions and protocols on the environment constitutes an outstanding achievement on the part of the international community, it also raises the need for continuing policy coherence among the various instrumentalities that exist in this area, at both the inter-agency and intergovernmental levels.

8. It is against this background that, at the twenty-first session of the Governing Council, in February 2001, Governments expressed increasing concern that the current governance structures do not meet the needs of the environmental agenda, and addressed the issue of international environmental governance. In decision 21/20 the Council provided for the further strengthening of UNEP, while decision 21/21, on international environmental governance, built on such elements as the Nairobi Declaration and the Secretary-General's report on environment and human settlements, but also called for a comprehensive policy-oriented assessment of existing institutional weaknesses, as well as future needs and options for strengthened international environmental governance, including the financing of UNEP.

9. A new model of international environmental governance must be predicated on the need for sustainable development that meets the interrelated social, economic and environmental requirements. The environmental problems of today can no longer be treated in isolation, but are inextricably linked to social demands, demographic pressures and poverty in developing countries, counterposed against excessive and wasteful consumption in developed countries. In addition, any approach to strengthen international environmental governance must command credible universal commitment and ownership on the part of all stakeholders, an undisputed authoritative basis and adequate, stable and predictable funding.

10. The majority of views expressed on reform in international environmental governance tend to support an incremental approach to strengthening and streamlining the current international environmental governance structure, with the starting point being the strengthening of the authority and mandate of UNEP to play effectively the role of global environmental authority – as envisaged in the Nairobi Declaration. The proliferation of legal instruments and proposals for umbrella conventions and the costs of geographical dispersal must also be addressed. Although promising steps were initiated by the General Assembly in resolution 53/242, as well as in a number of Governing Council decisions, the momentum must be maintained.

11. A wide range of options related to new international environmental governance structures have been proposed, and large volumes of literature have been circulating on this topic. However, in considering these options it must be clear that any new institutional structure will have to address not only the current deficiencies in coordination of policy, but also the crucial concerns of the developing world regarding capacity-building efforts, the transfer of environmentally sound technologies and a corresponding set of financial strategies. Agreement on these areas and, more importantly, guarantees to meet these requirements, are issues that Governments may wish to discuss.

12. Although it therefore appears that an enhanced international strategy or structure is needed to ensure global sustainable development, it also seems clear that any future agreement on the way forward will have to include a commitment by developed countries to additional responsibilities.

13. This report presents to the first meeting of the Intergovernmental Group on International Environmental Governance an overview of issues related to international environmental governance, as requested by the Governing Council in decision 21/21. The purpose of the report is to provide a common basis for delegations to initiate a meaningful discussion. It could serve as a starting point for the consolidation of an international consensus. It may be viewed as a "living document" that could undergo refinement and reorientation to reflect the consensus as it emerges. The following are covered by the report:

- (a) The current state of international environmental governance;
- (b) A review of the strengths and weaknesses of the existing arrangements;
- (c) Means of financing international environmental governance;
- (d) Needs and options for international environmental governance.

Further background information on multilateral environmental agreements, as well as a summary of selected papers, will be made available in UNEP/IGM/1/INF/1 and INF/2 respectively.

I. OVERVIEW OF THE STATE OF INTERNATIONAL ENVIRONMENTAL GOVERNANCE

A. The quest for a coherent system of international environmental governance

1. The Stockholm Conference on the Human Environment

14. In June 1972, representatives from 113 nations met in Stockholm at the United Nations Conference on the Human Environment. The Stockholm Conference constituted the first attempt by the international community to address the relationships between environment and development at the global level. The Conference succeeded in putting environment on the global agenda, with the adoption of the Stockholm Action Plan, a first global action plan for the environment, which provided the basis for a standard agenda and a common policy framework to deal with the first generation of environmental action. A declaration of principles was adopted which provided the foundation for the development of international environmental law during the 1970s and 1980s. An important outcome of the Conference was the subsequent establishment of the United Nations Environment Programme. A search began for a new, more rounded concept of development related to the limits of the natural resource base, in which environmental considerations play a central role while still allowing opportunities for human activities. The Conference created an important impetus in countries and in the United Nations and other organizations in recognizing and addressing emerging environmental problems. As part of such international efforts, UNEP, from the mid-1970s onwards, embarked upon the establishment of regional seas programmes, under which conventions and action plans were drawn up as a framework for regional cooperation.

2. Stockholm + 10

15. A decade after the Stockholm Conference, although there was a progress in developed countries in improving air and water quality, tightening the control of chemicals and conserving the components of nature, most developing countries were experiencing environmental destruction at a pace and on a scale never before seen. Many newly industrialized countries had suffered a massive deterioration of their environment; for them, environmental problems associated with their sudden industrialization and explosive urbanization were being added to the already heavy pressures arising from their underdevelopment and poverty. In many areas, environmental destruction had begun to undermine prospects for future development and possibly even global survival. The accelerating human impact on the Earth was rapidly outstripping the largely react-and-cure strategies and the modest and often derisory budgets put in place to deal with them. To mark the tenth anniversary of the Stockholm Conference, a session of a special character of the UNEP Governing Council was held in Nairobi in May 1982. It provided a unique opportunity to bring together the new generation of environmental decision makers from around the world to reinvigorate the standard environmental agenda, policies and institutions in the light of the experience of the 1970s and the emerging challenges of the time. At the end of the session of a special character, the Governing Council adopted a resolution citing the achievements of the United Nations in implementing the Stockholm Action Plan and the challenges that faced the international community. At the tenth session of the Governing Council, held immediately after the session of a special character, the Montevideo Programme for the Development and Periodic Review of Environmental Law was adopted to serve as strategic guidance for

UNEP in catalysing the development of international treaties and other agreements in the field of the environment.

3. The World Commission on Environment and Development

16. By resolution 38/161 of 19 December 1983, the General Assembly set up a World Commission on Environment and Development to propose long-term environmental strategies for achieving sustainable development to the year 2000 and beyond. The Commission was requested to consider ways and means by which the international community could deal more effectively with environment and development concerns. In 1987, after three years' work, it made comprehensive proposals and recommendations to promote sustainable development, including proposals for institutional and legal change. It summed up the chief institutional challenge of the 1990s as follows: "The ability to choose policy paths that are sustainable requires that the ecological dimensions of policy be considered at the same time as the economic, trade, energy, agricultural, industrial and other dimensions - on the same agendas and in the same national and international institutions."

4. The 1992 Earth Summit

17. In June 1992, exactly 20 years after the Stockholm Conference, world leaders met in Rio de Janeiro at the United Nations Conference on Environment and Development, the Earth Summit. The Conference was a significant turning point in redirecting national and international policies towards the integration of environmental dimensions into economic and developmental objectives. The outcome of the Conference, in particular Agenda 21 and the Rio Principles, became instrumental in promoting the development and strengthening of institutional architecture for environmental protection and sustainable development at the national and international levels. Chapter 38 of Agenda 21 outlines international institutional arrangements, and specifies tasks to be carried out by UNEP. Subsequently, in resolution 47/191 of 22 December 1992, the General Assembly adopted new international institutional arrangements, including the establishment of the Commission on Sustainable Development. The development of international regimes to address complex global environmental issues, such as climate change, biological diversity and desertification, was accelerated. In addition to Governments, civil society organizations, the private sector and other major groups of society have been increasingly recognized as essential in achieving the goals of sustainable development.

5. Rio + 5

18. In 1997, at its nineteenth special session, the General Assembly undertook a five-year review of the outcome of the Earth Summit and adopted the Programme for the Further Implementation of Agenda 21. The Programme recognized the progress made since the Rio Summit and the challenges that face the world community in pursuit of sustainable development, acknowledging a variety of governmental and non-governmental actors active in the field of the environment and sustainable development, and underscored the role of UNEP as the leading global environmental authority. The heads of State and government at the special session were of the view that a number of positive results had been achieved, but were deeply concerned that overall trends with respect to sustainable development were worse than in 1992. They emphasized that the implementation of Agenda 21 in a comprehensive manner remained vitally important and was more urgent than ever.

B. The current state of international environmental governance

19. The complex web of international environmental governance may be highlighted by observing the structures of multilateral processes, multilateral agreements and consultative mechanisms that address environmental and environment-related matters. This section reviews the existing institutional structures, instruments and arrangements, including those in the United Nations system, multilateral environmental agreements, and available means for coordination and consultation.

1. Multilateral Processes

(a) The United Nations system

(i) The General Assembly

20. Under Article 10 of the Charter of the United Nations, the General Assembly may discuss any question or any matters within the scope of the Charter or relating to the powers and functions of any organs provided for in it. The Assembly, which consists of all the Members of the United Nations (currently numbering 189), may make recommendations to the Members of the United Nations or to the Security Council or to both on any such questions or matters, except where the Security Council is exercising in respect of any dispute or situation the functions assigned to it in the Charter. The Assembly initiates studies and makes recommendations for the purpose of promoting international cooperation in the political field and encouraging the progressive development of international law and its codification, and promoting international cooperation in the economic, social, cultural, educational and health fields, and assisting in the realization of human rights and fundamental freedoms for all.

21. The Governing Council of UNEP reports to the Assembly, through the Economic and Social Council. The Assembly considers and makes recommendations on selected environmental and environment-related issues, including institutional arrangements and related international processes. Issues addressed by the General Assembly at its fifty-fifth session included: the report of the sixth special session of the Governing Council of UNEP, enhancing complementarities among international instruments relating to environment and sustainable development, climate change, the Convention on Biological Diversity, the Convention to Combat Desertification in those Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa, international cooperation to reduce the impact of the El Niño phenomenon, oceans and the law of the sea, outer space, Antarctica and environmental norms for certain aspects of disarmament.

(ii) The Economic and Social Council

22. The Economic and Social Council, consisting of 54 Members of the United Nations elected by the General Assembly, may make or initiate studies and reports with respect to international economic, social, cultural, educational, health and related matters and may make recommendations with respect to such matters to the General Assembly, to the Members of the United Nations and to the specialized agencies concerned. The Council performs such functions as fall within its competence in connection with the carrying out of the recommendations of the Assembly. It may coordinate the activities of the specialized agencies through consultation with and recommendations to such agencies and through recommendations to the Assembly and to the Members of the United Nations.

23. The Programme for the Further Implementation of Agenda 21, adopted at the nineteenth special session of the General Assembly, underscores that given the increasing number of decision-making bodies concerned with various aspects of sustainable development, including international conventions, there is an ever greater need for better policy coordination at the intergovernmental level, as well as for continued and more concerted efforts to enhance collaboration among the secretariats of those decision-making bodies. The Programme emphasized that, under the guidance of the General Assembly, the Economic and Social Council should play a strengthened role in coordinating the activities of the United Nations system in the economic, social and related fields.

(iii) The United Nations Environment Programme

24. As mentioned above, UNEP was established by the General Assembly following the Stockholm Conference, by resolution 2997 (XXVII) of 15 December 1972. Under the resolution, the UNEP Governing Council is composed of 58 members elected by the General Assembly and has the following main functions and responsibilities:

- (a) To promote international cooperation in the field of the environment and to recommend, as appropriate, policies to this end;
- (b) To provide general policy guidance for the direction and coordination of environmental programmes within the United Nations system;
- (c) To receive and review the periodic reports of the Executive Director on the implementation of environmental programmes within the United Nations system;
- (d) To keep under review the world environmental situation in order to ensure that emerging environmental problems of wide international significance receive appropriate and adequate consideration by Governments;
- (e) To promote the contribution of the relevant international scientific and other professional communities to the acquisition, assessment and exchange of environmental knowledge and information, and as appropriate, to the technical aspects of the formulation and implementation of environmental programmes within the United Nations system;
- (f) To maintain under continuing review the impact of national and international environmental policies and measures on developing countries as well as the problem of additional costs that may be incurred by developing countries in the implementation of environmental programmes and projects, and to ensure that such programmes and projects shall be compatible with the development plans and priorities of those countries;
- (g) To review and approve the programme of utilization of resources of the Environment Fund.

25. The General Assembly decided that Governing Council should report to it through the Economic and Social Council, which transmits to the Assembly such comments as it may deem necessary, particularly with regard to questions of coordination and the relationship of environmental policies and programmes within the United Nations system to overall economic and social policies and priorities.

26. At its nineteenth session, held in February 1997, the Governing Council adopted the Nairobi Declaration on the Role and Mandate of the United Nations Environment Programme, emphasizing that UNEP has been and should continue to be the principal United Nations body in the field of the environment. The role of UNEP, said the Council, 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. To this end, the Nairobi Declaration reaffirmed the continuing relevance of the mandate of UNEP deriving from General Assembly resolution 2997 (XXVII) and further elaborated by Agenda 21. The core elements of the focused mandate of the revitalized UNEP were declared to be the following:

- (a) To analyse the state of the global environment and assess global and regional environmental trends, provide policy advice, early warning information on environmental threats, and to catalyse and promote international cooperation and action, based on the best scientific and technical capabilities available;
- (b) To further the development of its international environmental law aiming at sustainable development, including the development of coherent interlinkages among existing international environmental conventions;
- (c) 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;

(d) To strengthen its role in the coordination of environmental activities in the United Nations system in the field of the environment, as well as its role as an Implementing Agency of the Global Environment Facility, based on its comparative advantage and scientific and technical expertise;

(e) To promote greater awareness and facilitate effective cooperation among all sectors of society and actors involved in the implementation of the international environmental agenda, and to serve as an effective link between the scientific community and policy makers at the national and international levels;

(f) To provide policy and advisory services in key areas of institution-building to Governments and other relevant institutions.

27. The Programme for the Further implementation of Agenda 21, endorsed the Declaration and stated that at the international and national levels there is a need for, *inter alia*, better scientific assessment of ecological linkages between the conventions, identification of programmes that have multiple benefits, and enhanced public awareness-raising with respect to the conventions. Such tasks should be undertaken by UNEP in accordance with the relevant decisions of the Governing Council and in full cooperation with the conferences of the parties to and governing bodies of relevant conventions.

(iv) The Commission on Sustainable Development

28. In its resolution 47/191 of 22 December 1992, the General Assembly endorsed the recommendations on international institutional arrangements to follow up the United Nations Conference on Environment and Development contained in chapter 38 of Agenda 21, particularly those on the establishment of a high-level Commission on Sustainable Development, and requested the Economic and Social Council to set up the Commission as a functional commission of the Council in order to ensure effective follow-up to the Conference, as well as to enhance international cooperation and rationalize the intergovernmental decision-making capacity for the integration of environment and development issues and to examine the progress of the implementation of Agenda 21 at the national, regional and international levels.

29. The Commission on Sustainable Development consists of representatives of 53 States elected by the Economic and Social Council from among the Member of the United Nations and members of its specialized agencies. In keeping with the recommendation of the General Assembly, the Commission has the following functions:

(a) To monitor progress in the implementation of Agenda 21 and activities related to the integration of environmental and developmental goals throughout the United Nations system through analysis and evaluation of reports from all relevant organs, organizations, programmes and institutions of the United Nations system dealing with various issues of environment and development, including those related to finance;

(b) To consider information provided by Governments;

(c) To review the progress in the implementation of the commitments contained in Agenda 21, including those related to the provision of financial resources and transfer of technology;

(d) To review and monitor regularly progress towards the United Nations target of 0.7 per cent of the gross national product of developed countries for official development assistance;

(e) To review on a regular basis the adequacy of funding and mechanisms;

(f) To receive and analyse relevant input from competent non-governmental organizations, including the scientific and the private sector, in the context of the overall implementation of Agenda 21;

(g) To enhance the dialogue, within the framework of the United Nations, with non-governmental organizations and the independent sector, as well as other entities outside the United Nations system;

(h) To consider, where appropriate, information regarding the progress made in the implementation of environmental conventions, which could be made available by the relevant conferences of parties;

(i) To provide appropriate recommendations to the General Assembly, through the Economic and Social Council, on the basis of an integrated consideration of the reports and issues related to the implementation of Agenda 21;

(j) To consider, at an appropriate time, the results of the review to be conducted expeditiously by the Secretary-General of all recommendations of the Rio Conference for capacity-building programmes, information networks, task forces and other mechanisms to support the integration of environment and development at regional and subregional levels.

30. The Commission holds an annual session to discuss matters concerning sustainable development on the basis of its multi-year work programme.

(v) The Regional commissions

31. The regional commissions of the United Nations have developed and implemented environmental programmes for the regions, and assisted the Governments in the regions to promote relevant activities in the field of the environment. The Economic Commission for Europe (ECE) has also been active in assisting its member States in developing and implementing regional conventions and protocols in the field of the environment.

(vi) Other United Nations bodies and specialized agencies

32. At UNCHS (Habitat), issues related to urban environment and human settlements are addressed in cooperation with UNEP.

33. The United Nations Development Programme (UNDP) has continued its programmes in sustainable development and the implementation of Agenda 21, particularly in the area of capacity-building.

34. The United Nations Conference on Trade and Development (UNCTAD) continues to examine linkages among trade, investment, technology, finance and sustainable development, and continues to work with UNEP, and in cooperation with the World Trade Organization (WTO), to support efforts to promote the integration of trade, environment and development.

35. Specialized agencies have developed and implemented programmes related to the environment in accordance with their mandates. Those with a mandate in environment-related areas include the Food and Agriculture Organization of the United Nations (FAO) (agriculture, forestry, fisheries, soil management, plant protection), the World Health Organization (WHO) (health and the environment), the United Nations Educational, Scientific and Cultural Organization (UNESCO) (environmental education, scientific activities, e.g. on oceans and solar energy), the World Meteorological Organization (WMO) (atmosphere and climate, including the Intergovernmental Panel on Climate Change (IPCC)), the International Labour Organization (ILO) (working environment and occupational safety), the International Marine Organization (IMO) (marine pollution, dumping at sea and safety in maritime transport of dangerous goods) and the International Civil Aviation Organization (ICAO) (environmental aspects of civil aviation). The International Atomic Energy Agency (IAEA) is responsible for matters related to nuclear materials, including nuclear safety and radioactive wastes. FAO, ILO, IMO and IAEA have been actively promoting the development of conventions and protocols related to the environment within their areas of competence.

36. The World Bank has a significant role to play in the protection of the environment and sustainable development, in particular through the volume of resources that it commands. WTO, through its Committee on Trade and Environment, has given consideration to the relationship between these two subject areas. It cooperates with UNEP and UNCTAD to consider aspects of the linkages between environment, trade and development.

(b) Other intergovernmental organizations and arrangements

37. Intergovernmental bodies and organizations outside the United Nations system have been active in setting out or influencing the course of action for Governments and other entities in the field of the environment. Such bodies and organizations are often based in a region or subregion with their own decision-making structures for environmental matters as well as environmental programmes for the area. In the case of certain organizations, legally binding regulations have been adopted and applied to the members (e.g. by the European Community and the Organization for Economic Cooperation and Development (OECD)).

38. Certain groups of countries – the Group of 8, the African Ministerial Conference on the Environment, the Council of Arab Ministers Responsible for the Environment, European Union Environment Ministers - regularly meet to consider general environmental policies and identify a general course of action on environmental matters.

39. In addition, regional financial institutions, such as regional development banks, have environment-related activities that influence the activities of Governments and other entities in the region concerned.

40. Intergovernmental forums and panels addressing specific environmental issues have been formed to provide scientific assessment (e.g. IPCC) or to establish policy priorities (e.g. the Intergovernmental Forum on Chemical Safety).

(c) Linkage between national and international institutional arrangements

41. Since the 1972 Stockholm Conference, most Governments have established a new ministry or government body responsible for environmental matters, or designated the existing bodies to carry out such functions. Sectoral issues have often been dealt with by more than two ministries or bodies in the government, which require national machinery to coordinate their sectoral policies. International institutional arrangements and processes have largely reflected such government structures at the national level.

(d) Networks

42. A myriad of networks on environmental matters among various actors, both governmental and non-governmental, at the national and international levels, have been developed. With the accelerated development and use of new information technology, the number of global networks is on the rise. Such networks are of value in, for example, the exchange of scientific, technical, legal or policy information contributing to informed decision-making and supporting environmental governance at the national and international levels, or in enabling groups of citizens to mobilize popular support for political action. The worldwide network of Global Environment Outlook collaborating centres is a good example.

(e) Major Groups

43. It has been recognized that addressing complex issues of environmental protection and sustainable development requires the participation of all sectors of society. Major groups represented by civil-society organizations (such as non-governmental organizations, academia and the private sector) form an essential part of the social structure to support and make effective systems of national and international environmental governance.

2. Multilateral Environmental Agreements (MEAs)

44. The Ninth Meeting on Coordination of the Secretariats of Environmental Conventions, held in Nairobi on 11 and 12 February 2001, analysed and agreed upon the information to be provided to UNEP by the secretariats of environmental conventions and related agreements for the preparation of this report. Information was supplied in the form of responses to a questionnaire by representatives of the secretariats of

the following 13 global multilateral environmental agreements and 3 regional seas conventions and action plans: the Convention on Biological Diversity (CBD), United Nations Framework Convention on Climate Change (UNFCCC), Convention to Combat Desertification (UNCCD), Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), Convention on Wetlands of International Importance especially as Waterfowl Habitat, Convention on the Conservation of Migratory Species of Wild Animals (CMS), Convention Concerning the Protection of the World Cultural and Natural Heritage, Vienna Convention for the Protection of the Ozone Layer, Montreal Protocol on Substances that Deplete the Ozone Layer, Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and Their Disposal, Rotterdam Convention on the Prior Informed Consent Procedure for Certain Hazardous Chemicals and Pesticides in International Trade, the future Stockholm Convention on Persistent Organic Pollutants, Global Programme of Action for the Protection of the Marine Environment from Land-based Activities, Barcelona Convention for the Protection of the Marine Environment and the Coastal Region of the Mediterranean, Cartagena Convention for the Protection and Development of the Marine Environment of the Wider Caribbean Region, South Asia Cooperative Environment Programme.

(a) Development of multilateral environmental agreements

45. It is estimated that there are more than 500 international treaties and other agreements related to the environment, of which 323 are regional. Nearly 60 per cent, or 302, date from the period between 1972, the year of the Stockholm Conference, and the present.

46. Many of the earlier agreements were restricted in scope to specific subject areas, e.g., certain species of marine wildlife, selected chemicals, and quarantine procedures for plants and animals, among others, and were regional in focus. The largest cluster of pre-1972 agreements, albeit very heterogeneous, accounting for 40 per cent of the total, are biodiversity-related with half dealing with marine wildlife and three quarters being regional in character. Four global agreements which continue to be of major relevance to Governments are the International Convention for the Regulation of Whaling (1946), the International Plant Protection Convention (1951, revised in 1979 and 1997), the Convention on Fishing and Conservation of the Living Resources of the High Seas (1958) and the Convention on Wetlands (1971). Conspicuous by their absence or paucity in the years before 1972 are agreements dealing with land degradation, atmosphere, chemicals and hazardous waste, with all but a few being regional in character.

47. The period from 1972 to the present has witnessed an accelerated increase in multilateral environmental agreements. Of the 302 agreements negotiated, 197, or nearly 70 per cent are regional in scope, as compared to 60 per cent for the earlier period. The emergence of regional integration bodies concerned with the environment in regions such as Central America and Europe have contributed to this trend. In many cases, regional agreements are closely linked to global ones. Of greatest impact has been the emergence of the 17 multisectoral regional seas conventions and action plans embracing 46 conventions, protocols and related agreements. By far the largest cluster of multilateral environmental agreements is related to the marine environment, accounting for over 40 per cent of the total, the most notable being the United Nations Convention on the Law of the Sea (1982), new IMO marine pollution conventions and protocols, the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities (1995), and regional seas agreements and regional fisheries conventions and protocols. Biodiversity-related conventions form a second important but smaller cluster, including most of the key global conventions: the World Heritage Convention (1972), CITES (1973), CMS (1979) and CBD (1992). As in the earlier period, the cluster of nuclear-related agreements remains important, with the addition of nine global conventions and protocols and several regional agreements.

48. In contrast to the pre-1972 period, two new important clusters of agreements have emerged: the chemicals-related and hazardous-waste-related conventions, primarily of a global nature, and the atmosphere/energy-related conventions. The first include several ILO conventions that address occupational hazards in the workplace. Most recently, we have the adoption of the Rotterdam Convention (1998), and it is expected that the new convention on persistent organic pollutants will be adopted in Stockholm in May 2001. At the forefront of the atmosphere/energy-related conventions are the Vienna Convention for the Protection of the Ozone Layer (1985) and its Montreal Protocol (1987), and UNFCCC (1992).

49. From a combined global and regional perspective, the resultant proliferation of environmental agreements has placed an increasing burden on Parties to meet their collective obligations and responsibilities to implement environmental conventions and related international agreements. For example, according to the European Environment Agency, European Community countries are Party to as many as 65 global and regional environmental conventions and agreements.

50. Most of the growth in the importance of international environmental law in recent years has come from the increase in the number of binding and non-binding international environmental instruments. Although the number of agreements negotiated since 1972 is a remarkable achievement, they lack coherence with respect to a number of important new environmental policy issues, such as the precautionary principle and scientific uncertainty, intergenerational and intragenerational equity, the life-cycle economy, common but differentiated responsibilities, and sustainable development.

(b) Status of Multilateral Environmental Agreements

51. For the purpose of determining the status of the agreements, they were divided into three categories: core environmental conventions and related agreements of global significance; global conventions relevant to the environment, including regional conventions of global significance; and others, largely restricted in scope and geographical range. The focus here is on the first category.

52. The objectives and priorities of multilateral environmental agreements vary significantly, even within categories of agreements, but common threads link them. Sustainable development is the focus of some agreements, while others focus on the sustainable use of natural resources and the environment. The leading cross-cutting priorities are strengthening of the capacities of Parties to meet their obligations, enhanced membership of governments, public education and awareness, strengthened scientific basis for decision-making, and strengthened international partnerships. The most important cross-cutting issue is the assessment and management of pollution.

53. The scope of biodiversity-related conventions includes protecting individual species, ecosystems, habitat, protected areas and wildlife, with some promoting or safeguarding sustainable use. The atmosphere-related conventions focus on eliminating or stabilizing emissions of substances that affect the atmosphere, either directly or indirectly through production and consumption controls. The objective of the one major land convention is to combat desertification and the effects of drought in order to achieve sustainable development in affected areas. The chemicals-related and hazardous-waste-related conventions are aimed at protection of human health and the environment by phasing out, banning or restricting the use of certain chemicals, reducing or eliminating their production, and the environmentally sound transboundary movement and disposal of wastes. Regional seas conventions and related agreements focus on the protection and sustainable use of marine and coastal resources.

54. Most multilateral environmental agreements are legally binding instruments. Some are framework conventions that can develop protocols, others are self-contained and work through annexes or appendices. Protocols, annexes and appendices can either be revised or adjusted by decisions of the Parties, or formally amended by means of a ratification procedure. The non-legally binding agreements are all oceans-related or seas-related, and operate through plans of action adopted or approved intergovernmentally. One agreement operates as an umbrella convention fostering and operating through independent regional treaties.

55. The regional seas conventions have the distinction of being closely, and in some cases systematically, linked to global conventions and agreements through their protocols, amendments and annexes, and are proving to be useful regional instruments in supporting their implementation. The non-binding agreements also embrace in similar activities to the regional seas conventions, with parallel linkages globally.

56. Agreements adopted since 1972 generally have the following institutional elements: a secretariat, a bureau, advisory bodies, a clearing-house mechanism and a financial mechanism. Conferences and Meetings of the Parties are the ultimate decision-making bodies regarding implementation and evolution of each agreement, including the work programme, the budget, and the adoption of protocols and annexes. One

agreement, instead of holding a Conference of the Parties, meets during the UNESCO General Conference. Non-binding agreements do not have such bodies. Decisions on their work and budget are made by intergovernmental bodies that they report to, or, for agreements for which UNEP provides the secretariat, by the Governing Council.

57. Some agreements have established standing committees or hold inter-sessional meetings to review and advise their secretariats on implementation. Subsidiary bodies, which are generally advisory in nature, reporting to Conferences or Meetings of the Parties on scientific, technical or financial matters or on progress in implementation, may be internal or external, and may be standing bodies or ad hoc bodies with limited mandates. Clearing-house mechanisms may be operated by secretariats to facilitate the exchange of scientific, technical, legal and environmental information. A few conventions have established regional centres for training and technology transfer, or to assist in implementation.

58. Strategic business, operational or action plans are developed by many agreements, with single-year or multi-year horizons. Regional seas conventions and action plans serve as the legal framework for activities but most of them do not have a comprehensive strategy for implementation and do not have adequate funding. Practically all of the newer agreements lack corporate or business plans.

59. The scope and mandate of secretariats vary. Some prepare for and service meetings of, and provide administrative, technical and scientific support to, Conference of the Parties and subsidiary bodies. Others are additionally involved in implementing programmes and projects at the regional and country levels. One secretariat carries out scientific work itself. The regional seas are the most involved in implementation, some establishing regional action centres to implement certain elements of their action plans. Most framework conventions with protocols are serviced by joint secretariats that oversee implementation. One agreement had spawned four regional agreements, each with its own secretariat. An important function of secretariats is the monitoring and evaluation of implementation, including designing reporting formats and evaluating reports for Conferences and Meetings of the Parties. Some secretariats go much further, working cooperatively with international organizations (within and outside the United Nations system), bilateral donor agencies implementing agencies and non-governmental organizations, to support implementation.

60. The last two years have seen a remarkable rise in the signing of memoranda of understanding between conventions, signalling a period of increased political will for closer collaboration in the implementation of their programmes of work. This has occurred mainly among the biodiversity and regional seas clusters. Memoranda of understanding may pertain to joint work plans, enforcement, or the development of a clearing-house mechanism.

61. A broad range of civil society participates in the deliberations of many agreements, either as observers or as advisers, at public meetings or by invitation. Participation by non-governmental organizations may be supported financially by some agreements. Some secretariats maintain close working relationships with non-governmental organizations and civil society generally, and encourage their contributions. For other secretariats, in particular those of newer conventions where parties have not had an opportunity to establish procedures for involving civil society, contact may be very limited. Agreements recognize that the involvement of civil society is fundamental, and that involvement may include designing and monitoring implementation, identifying alternative approaches or substances, pressuring Governments, monitoring compliance and alerting authorities to violations.

II. STRENGTHS AND WEAKNESSES OF THE EXISTING ARRANGEMENTS

62. The increasing complexity and fragmentation in international environmental governance is partly the consequence of the growing number of actors, both governmental and non-governmental, in the environmental field. In addition, the proliferation of United Nations and other international bodies that incorporate elements of the environmental agenda adds to the complexity. This chapter reviews some of the strengths and weaknesses of the existing institutional architecture.

A. Strengths

63. In the three decades since the Stockholm Conference, the environment has increased in significance in public concern and action at the local, national and international levels. Governmental bodies, organizations and other institutional arrangements, within and outside of the United Nations system, have been established to address sectoral environmental issues or categories of such issues. Multilateral processes to consider environmental and environment-related subjects have grown significantly. Networks among various entities and major groups have been developed and are growing. Such trends in institutional development have accelerated since the Rio Summit in 1992.

64. At the national level, in many countries, both developing and developed, national environmental legislation and related institutional arrangements have been developed to provide a sound basis for addressing the major environmental threats, often on a sectoral basis and governed by various authorities responsible for specific issues.

65. Within the United Nations system, UNEP has continued to provide critical environmental assessment and information for decision makers and has served as a global policy-making forum on environmental issues. The institution of the Global Ministerial Environment Forum by the General Assembly as a principal international environmental policy forum was a response to the demands generated by proliferating environmental forums and the need to ensure policy coherence. Consultation and negotiation forums have taken place under the auspices of UNEP to develop global and regional environmental agreements for catalytic actions to support the activities of Governments and coordinate those of relevant organizations. UNEP has supported environmental actions at various levels with national and international partners, both governmental and non-governmental.

66. Many multilateral environmental conventions and other agreements have been developed to address sectoral environmental issues, providing an internationally agreed framework for environmental governance of such issues. UNEP's Montevideo Programme for the Development and Periodic Review of Environmental Law has provided the international community with a significant impetus to this end for the past two decades, contributing to the development of regional seas conventions and protocols and action plans around the world, as well as global treaties governing the protection of the ozone layer, the control of transboundary movements of hazardous wastes, biological diversity, information exchange on hazardous chemicals in trade and persistent organic pollutants. In addition to legally binding instruments, numerous non-binding international instruments have been developed to provide norms, principles, procedures, guidelines and codes of conduct to address environmental issues.

67. One of the central mechanisms by which international cooperation can be fostered is through the negotiation and adoption of international laws aimed at fostering the sustainable management of shared resources.

68. Clearly, the various conventions and protocols on the environment represent one of the most outstanding achievements of the global community in the environmental field to date. After Rio, the development of a distinct international law on the environment has been nothing less than remarkable. The number of such agreements is rising, whilst the average time taken to negotiate each treaty is steadily decreasing. At the same time, the scale of problems to be addressed has widened – from the regional through the hemispheric to the global – while the total number of sovereign States that have to sit down to broker such deals has gradually burgeoned. New concerns and principles – precaution, intergenerational and intragenerational equity, scientific uncertainty, sustainable development – have also arisen in recent years and now are not applied coherently and consistently in further development of relevant regimes.

69. The views on existing arrangements according to the responses to the questionnaire provided by the secretariats, include the following:

(a) Clustering provides opportunities for synergies, particularly within each cluster, where agreements have much in common in terms of issues to be addressed;

(b) Issues of common interest also cut across clusters - for example, trade, capacity-building, and the development of national legislation that supports the implementation of conventions and protocols at the country level;

(c) Opportunities exist for closer cooperation among the scientific bodies of the agreements;

(d) An increase is occurring in arrangements which enable conventions to work together in a more integrated manner, leading to the development of joint programmes of work in areas of common interest.

B. Weaknesses

70. The Malmö Ministerial Declaration adopted by the first Global Ministerial Environment Forum in May 2000 noted with deep concern an increasing rate of deterioration of the environment and the natural resource base, an alarming discrepancy between commitments and action, an inadequate level of integration of environmental considerations into the mainstream of decision-making in economic and social development, and challenges to the implementation of multilateral environmental agreements.

71. To date, a number of Governments as well as other bodies and experts have reviewed the state of international environmental governance (see the list of references presented at the end of this document). They have identified certain problems and institutional weaknesses in current international environmental governance, which are enumerated in the following summary.

72. Current approaches to global environmental management and sustainability are increasingly felt to be inadequate. To date, international action has focused primarily on the transboundary movement of pollution and sectoral issues. There is a need to move toward a coherent and integrated management framework that addresses individual challenges in the context of the global ecosystem. New scientific knowledge is illustrating the close interconnectedness of environmental issues, calling the traditional "issue-by-issue" problem-solving approach into question. Increasing globalization, both economic and social, is also complicating matters. The current structure of international environmental institutions belongs to a different age. As we enter a new century, our approach to managing the global environment must reflect what we have learned over the past decades, and whether new and stronger arrangements and approaches are required to deal with global environmental issues.

73. Given the expanding environmental agenda and the fragmented approach to international action, the international community needs to consider whether the existing international institutional machinery can confront the challenges of the twenty-first century. The existing machinery remains fragmented, often with vague mandates, inadequate resources and marginal political support. The basic premise for charting a new course for institutional strengthening is that existing institutions do not and can not adequately address current and future needs.

74. The development of a large number of multilateral agreements on the environment has resulted in a very diversified body of rules. The institutional structures that govern international environmental agreements are fragmented. Agreements are often managed independently, though steps are being taken to improve their coordination and coherence.

75. The growing number of environmental institutions, issues and agreements are placing stress on current systems and our ability to manage them. The continuous increase in the number of international bodies with environmental competence carries the risk of reduced participation by States due to limited capacity in the face of an increased workload, and makes it necessary to create or strengthen the synergies between all these bodies. Weak support and scattered direction have left institutions less effective than they could be, while demands on their resources continue to grow. The proliferation of international demands has placed a particularly heavy burden on developing countries, which are often not equipped to participate meaningfully in the development and implementation of international environmental policy.

76. Structures which govern how production, trade and investment occur often pay inadequate attention to the task of protecting the environment and human life. Current economic governance structures should make rules that actively enhance existing environmental and social safeguards and strengthen the ability of national governments to respond adequately to new environmental concerns.

77. There is reluctance on the part of some agreements to cooperate with others. Many conventions continue to be inward-looking and are reluctant to share or give away part of what they perceive as their "sovereignty". Inadequate attention is paid to the harmonization of national reporting, though there is an initiative among environmental agreements under UNEP for the streamlining of national reporting focusing on the global biodiversity-related conventions. Attention needs to be given to harmonizing reporting under trade-related agreements in areas of common interest, such as work linked to customs and port authorities. There is inadequate implementation, coordination, compliance and enforcement at the national level, and environmental and performance indicators for measuring the effectiveness of an agreement are lacking. Funding for some agreements is clearly insufficient to address mounting demands.

78. A failure to keep in view the linkages between "distinct phenomena" like climate change, ozone depletion and biodiversity loss can cause, at best, waste of effort and funds and, at worst, exacerbation of the problem that was meant to be solved in the first place. There is a need for enhanced coordination between different environmental organizations and structures and multilateral environmental agreements.

79. International dispute settlement mechanisms are weak. The potential conflict between environmental regulation and the trade regime is often cited as a concern.

80. Competing for scarce funds and political commitment, existing institutions are frequently torn between competing priorities which are driven by overlapping and unfocused demands. There is a lack of financial resources for international environmental cooperation. The sense of disillusionment many developing countries have concerning implementation of Agenda 21 commitments by the industrialized countries continues to be an impediment to further progress. The lack of financial and technical resources to enable developing countries to prepare for, participate in and implement international agreements is a matter of serious concern.

81. International governance structures, and the rules that flow from them, must have the capacity to shape national policy. While international trade policy is rather effective in this regard, the impact of international environmental agreements is often less evident.

82. International environmental governance can be effective only if it is integrated into local, national and regional governance structures which encompass governments as well as civil society and the business sector. If international rule-making is to change local and national policy, then the citizens of affected countries have the right and duty to participate, either directly or indirectly, in this international decision-making. Whereas governance was seen largely as the job of governments for much of the twentieth century, there is an increasing realization that good governance requires the participation of all sectors of society.

83. If international environmental agreements are to be effective in the face of ongoing economic liberalization, it is important that they, too, have mechanisms which encourage compliance at the national level, and that economic imperatives are not given automatic precedence over environmental and social exigencies without a clear assessment of costs and benefits.

84. Solutions need to be based on the understanding that human society and the environment are interconnected and that, without a productive and viable environment, society cannot function. This means that environmental agreements need to take into greater consideration the development needs of the poor, and also that economic decision-making mechanisms need to operate with a fuller understanding of the linkages between the economy and the environment. An interlinked, holistic approach to international environmental governance which puts the environment and people's needs first is essential to confront the challenges posed by the new century.

85. An effective international environmental governance structure needs to enable, support and encourage policy-making and decision-making, leading to an effective response to environmental management needs which require such a response at the global level.

86. Despite the recent successes in the revitalization of UNEP, there continues to be a need to strengthen the existing international environmental institutional structure in relation to assessment and problem identification. There is a need to enhance existing capacity in this area, in particular through increased scientific capacity and additional financing. Among other things, there is a need to strengthen the capacity to address interlinkages in an operational context. It is not clear where and how in the existing structure integrated assessment functions can be followed by identification and assessment of response options, assessment of their costs and benefits and choice of appropriate response options, followed by action.

87. Despite some successes, national environmental ministries and agencies possess neither the political influence nor the resources necessary to implement sustainable development strategies across all areas of government activity; and the same problem is repeated amongst international institutions. Some aspects can be addressed through better coordination at the national level, leading to more coherent government engagements in international policy and decision-making processes. Policy integration at the national, regional and international levels has a poor record, and must be addressed as a fundamental requirement for effective environmental governance.

III. FINANCING FOR THE GLOBAL ENVIRONMENT

A. Sources of finance

88. Several sources of financing for the environment exist today. They include official development assistance; multilateral financial flows associated with multilateral organizations, multilateral environmental agreements and multilateral financial mechanisms (some of which includes official development assistance); debt relief; private capital flows; non-traditional sources of financing; financing via the non-governmental sector; and domestic flows of capital.

89. In chapter 33 of Agenda 21, on financial resources and mechanisms, developed countries reaffirmed their commitments to reach the accepted United Nations target of 0.7 per cent of Gross National Product for official development assistance. Most countries have still not met this target. In 1998, only the Netherlands and the Nordic countries reached the target. Data show the actual weighted average effort of OECD Development Assistance Committee member countries to be 0.24 per cent. Aid flows rose in 1998, official flows in 1999 pulled back from the previous year's high. Following a five-year downward trend in official concessional finance, 1998 saw aid flows rise by US\$ 3.2 billion or 8.9 per cent in real terms to US\$ 52.5 billion. Of the 21 countries which are members of the Development Assistance Committee, 14 reported a rise in aid flows. However, the actual contribution allocated to environmental purposes directly is not easily apparent.

90. Data from the World Bank show that net flows from multilateral institutions (including the International Monetary Fund) were at their lowest level in the 1990s. While net flows from the Fund fell to -\$12.6 billion, multilateral flows excluding the Fund were also lower but nevertheless above pre-crisis levels. Almost the entire drop was in non-concessional flows (lending on market terms), with multilateral concessional credits remaining at a constant average of \$7 billion (net).

91. Within this context, the quality of multilateral flows is important in the context of ensuring that sustainability considerations are integrated into the programmes that correspond to these multilateral flows. Some efforts have begun to promote the integration of environmental considerations into policies and programmes. The Council of the Global Environment Facility (GEF), for example, requested the World Bank to integrate environmental considerations into its programme and a strategy for doing so is now under development. The Bank's environment portfolio, including projects with primarily environmental objectives, currently totals about \$15 billion in lending, of which an active portfolio of \$5.16 billion worth of

environmental projects existed at the end of fiscal year 2000. The International Development Association (IDA) is the World Bank Group's concessional lending window. It is endowed with a capital of \$20 billion following its twelfth replenishment, but its environmental activities have been limited and have failed to reach the level envisaged when Agenda 21 was adopted, particularly as government priorities have focused on borrowing for economic growth and combating poverty.

92. Within the OECD Development Assistance Committee, work is proceeding on developing criteria to assist countries in incorporating considerations of sustainability in development policies and programmes. This involves ensuring that principles of sustainability are taken into account in United Nations Development Assistance Framework (UNDAF) and the World Bank's Comprehensive Development Framework. The ultimate aim is greater convergence between the country-level frameworks.

93. The main mission of regional development banks is investment in mega-infrastructure in support of developmental activities, and thus their environmental portfolio is limited. However, the May 1999 decision of the GEF Council to consider the four regional development banks (the African Development Bank, the Asian Development Bank, the European Bank for Reconstruction and Development and the Inter-American Development Bank) as special executing agencies for GEF should primarily be seen as an instrument to enhance their environmental awareness and activities.

94. Specialized agencies of the United Nations such as FAO, UNESCO, WHO and WMO have components of their programmes dedicated to environmental activities. UNDP, the United Nations body for capacity-building has a prominent sustainable development programme comprising Agenda 21 networks and sustainable energy activities, and is a GEF Implementing Agency with a portfolio of \$1.2 billion. It has developed a multimillion-dollar action plan for capacity-building for consideration by the GEF Council.

95. UNEP in particular has been accorded responsibility for coordinating the environmental activities of the United Nations system in general. While its financial resources are much smaller than those of other multilateral agencies, this role requires its funding to be stable, adequate and predictable, an issue that has been reiterated by the Governing Council. Yet direct financial support for UNEP has not been adequate, nor has its share of the United Nations regular budget been adequate to support secretariat costs.

96. Contributions to the Environment Fund made on a voluntary basis. In 1998, 73 countries contributed to the Fund, while in 2000 only 56 countries did so. In addition, Governments make their contributions at their convenience, and the organization cannot commit funds that have not been paid. The time lags between pledges and actual payments can be very substantial.

97. In addition to its Environment Fund, UNEP administers trust funds earmarked for specific purposes by donors. During its first five years, UNEP administered only one trust fund. By 1996, it administered 68 separate trust funds, with contributions increasing from \$300,000 in 1978 to \$40 million in 1996. Counterpart contributions, UNEP's other source of finance, are earmarked contributions for individual projects, and must be sought in a context of competition with other projects.

98. In general, the United Nations regular budget has a low profile in funding UNEP, and while funding for the organization during the current biennium has reversed the past downward trend, the late and unpredictable submission of payments, amidst growing demands for enhanced programme delivery, presents a challenge which has consequences for the implementation of UNEP's role in the coordination of environmental activities in the United Nations system. Compounding this, there is a risk that the Environment Fund could lose its role as the main funding vehicle for UNEP, given that currently it represents only 51 per cent of UNEP's financial framework, thus reducing the freedom of the organization to act, and in turn, its legitimacy.

99. The growth in the number of international environmental agreements, with their own financial mechanisms, is bringing about a diversification and constant redefinition of the arrangements for the financing of the global environmental agenda. These are increasingly being driven by sectoral financial mechanisms, with integrated, cross-sectoral funding conversely on the decline. Accordingly, successful

efforts in providing global solutions to global environmental problems through the strengthening of international law will require the closer coordination of financial mechanisms.

B. Multilateral Financial Mechanisms

100. Mechanisms that bring in new and additional sources of financing include GEF, the Global Mechanism of UNCCD and the Multilateral Fund for the Implementation of the Montreal Protocol. These innovative financial mechanisms were designed to support the flow of financial resources to developing countries and countries with economies in transition while not acting as a substitute for official development assistance and the required assistance expected from development partners.

101. Innovative financial mechanisms such as GEF, the Global Mechanism of UNCCD and the Multilateral Fund are not available as sources of funding for all multilateral environmental agreements. A variety of special trust funds have therefore been established under these agreements, financed by either voluntary or mandatory contributions from their Parties, and used to support the cost of maintaining secretariats, as well as other operations and activities. A limited number of other bilateral voluntary contributions are also received for certain projects and activities.

1. The Global Environment Facility

102. Following a three-year pilot phase, GEF was formally launched in 1994 to forge cooperation and finance actions addressing four critical threats to the global environment; biodiversity loss, climate change, degradation of international waters and ozone depletion. Related activities addressing land degradation are also eligible for GEF funding.

103. During its first decade, GEF allocated \$3 billion to project activities, supplemented by \$8 billion in additional financing, to 700 project, in 150 developing countries and countries with economies in transition. GEF was the only new funding source to emerge from the United Nations Conference on Environment and Development.

104. GEF projects are managed by three Implementing Agencies - UNDP, UNEP and the World Bank - and executed by a wide range of public and private partners, including Governments, non-governmental organizations and the private sector. In recent years, the four regional development banks, FAO and the United Nations Industrial Development Organization (UNIDO) have been accorded an opportunity to play more a direct role in proposing and managing GEF projects in collaboration with the implementing and executing agencies.

105. Within the strategic framework of the operational strategy, 13 operational programmes have been developed as well as a programme of enabling activities and a window for short-term urgent measures. To date, the operational programmes are:

(a) Biodiversity: arid and semi-arid zone ecosystems; coastal, marine and freshwater ecosystems; forest ecosystems; mountain ecosystems; agrobiodiversity

(b) Climate change: removal of barriers to energy efficiency and energy conservation; promoting the adoption of renewable energy by removing barriers and reducing implementation costs; reducing the long-term costs of low-greenhouse-gas emitting energy technologies; promoting environmentally sustainable transport;

(c) International waters: waterbody-based operational programme; integrated land and water multiple focal area operational programme; contaminant-based operational programme;

(d) Multi-focal: integrated ecosystems management.

106. At its last meeting, the Council considered draft elements of an operational programme for reducing and eliminating releases of persistent organic pollutants into the environment which would serve as the framework for the fourteenth operational programme.

107. The GEF serves as the financial mechanism for CBD and its Biosafety Protocol, and UNFCCC. At the final negotiations for an international instrument on persistent organic pollutants, it was agreed that a financial mechanism would be established to fund activities under the convention, and GEF was identified as the principal entity to be entrusted with the financial mechanism on an interim basis. It was also called upon to implement an operational programme for persistent organic pollutants as soon as possible.

108. As the financial mechanism of a convention, GEF is responsible for operationalizing the guidance approved by the Conference of the Parties concerning policy, strategy, programme priorities and eligibility criteria relating to access to and utilization of the resources of the mechanism in the area covered by the convention. It reports to each Conference of the Parties on how it has responded to the guidance approved by the Parties.

109. GEF's relationship with the global environmental conventions is a crucial component of its mandate and *raison d'être*. Its assistance is critical to advancing the aims of the conventions in developing countries, and to assisting such countries to integrate global environmental concerns into their sustainable development strategies, policies and actions.

110. As informed and effective advocates, non-governmental organizations have had a role in shaping the GEF and its agenda from the first. Today, participation by non-governmental organizations, both local and international, is crucial, not only at the project level but also at the policy level. A voluntary network of regional focal points encourages and strengthens their involvement in the governance of GEF, notably during Council meetings where GEF policies are approved, where non-governmental organizations are admitted as observers. Consultations involving a wide spectrum of such organizations from all geographical regions precede each Council meeting. Currently more than 400 non-governmental organizations are accredited to GEF. Approximately 700 non-governmental and community-based organizations actively participate in the execution of GEF projects. GEF's Small Grants Programme, administered by UNDP, provides grants of up to \$50,000 to finance activities of non-governmental and community-based organizations. Total GEF allocations to these projects exceed \$644 million.

111. The third replenishment of GEF was initiated in October 2000 with a planning meeting for the replenishment negotiations. The participants welcomed the initiation of the third replenishment and noted the importance of GEF as the leading multilateral funding mechanism for global environmental protection. They emphasized the importance of initiating the replenishment at an important juncture in the environmental agenda when there was increased awareness and political will to address the global environment both through strengthening commitments to implement existing conventions and through the development of agreements to address new challenges. Three replenishment meetings will be held in May, October and December 2001. It is expected that the replenishment will be agreed in January/February 2002.

2. The Global Mechanism of the United Nations Convention to Combat Desertification in those Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa

112. The Global Mechanism, a brokering mechanism of UNCCD, has the task of increasing the effectiveness and efficiency of existing financial mechanisms and promoting the mobilization of financial resources for implementation of the Convention. It was established under the authority of the first Conference of the Parties to UNCCD in, September 1997. The International Fund for Agricultural Development (IFAD) houses the Global Mechanism, which itself is supported by a collaborative arrangement involving IFAD, the World Bank and UNDP.

3. The Multilateral Fund for the Implementation of the Montreal Protocol

113. The Multilateral Fund serves a single environmental convention, the Montreal Protocol on Substances that Deplete the Ozone Layer, and was set up under the London Amendment to the Protocol. The interim Multilateral Fund became operational in January 1991 and was made a permanent mechanism of the Protocol in January 1993. It provides financial and technical cooperation and technology transfer on a grant or concessional basis to designated Parties to meet Protocol commitments. The Multilateral Fund meets the agreed incremental costs of compliance based on an "Indicative List of Categories of Incremental Costs" developed by the Parties. It enables Article 5 countries to meet their commitments under the Protocol.

114. Through the Multilateral Fund, industrialized countries provide contributions and financial assistance to developing countries on the basis of incremental costs, based on the decisions of an Executive Committee that is composed of 14 Parties to the Protocol, 7 from industrialized countries and 7 from developing countries, with equal voting powers. The Executive Committee is charged with the approval of projects financed by the Fund.

115. The Multilateral Fund Secretariat is tasked with communication and liaison functions, expenditure oversight, monitoring of the activities of the implementing agencies and production of a range of reports for the Executive Committee, including analysis of every project. The secretariat's office and administration costs are borne by the Government of Canada in addition to its assessed contribution, as part of a host country agreement.

116. Projects and activities supported by the Multilateral Fund are implemented by four agencies: the World Bank, UNEP, UNDP and UNIDO. The Multilateral Fund is financed by contributions from Parties in convertible currencies or through bilateral cooperation. Up to 20 per cent of a donor's total contributions may be in the form of projects approved by the Executive Committee for implementation by a donor country instead of an international implementing agency. Contributions to the Fund have been received at a rate of 85 per cent of their pledged levels. Financial assistance totalling over \$1.1 billion has been provided to 120 developing countries. A \$440 million replenishment for the period 2000-2002 was concluded in December 1999.

C. Debt Relief

117. Data from the World Bank show that the total external debt of developing countries has levelled off, with more reliance on foreign direct investment and portfolio equity financing. In addition, short-term debt has edged lower as countries have continued to improve their national balance sheets. Debt burden indicators improved, with the ratio of short-term debt to reserves falling to 51 per cent, its lowest level in the 1990s. External debt problems nevertheless continue to impede the efforts of developing countries to achieve sustainable development, and this issue must be adequately dealt with if it is not to hamper efforts to improve governance of the global environment.

118. It is recognized that, for a large number of the poorest countries, debt has been a drain on the resources they need for investment in poverty alleviation, social advancement and environmental management. While progress has been made with implementation of the Heavily Indebted Poor Countries Debt Initiative, aimed at reducing the debt burden of such countries, its financing however is still not yet fully in place.

119. Debt-for-nature swaps are a tool that has been used to pay off developing country debt in return for the setting aside of an ecologically sensitive area for protection. Many swaps have, however, been implemented without regard to the needs of populations living within selected areas, and more effective public involvement is needed, in addition to efforts to address the challenges relating to design and implementation of such swaps.

D. Private Capital Flows

120. Since 1990, the volume of private net capital flows to developing countries has multiplied about sevenfold, despite a break in 1998 and 1999. However, at \$216 billion, long-term private flows in 1999 were below pre-1997 levels. In addition, private flows were narrowly concentrated in a few emerging market economies, with five countries receiving more than half (56 per cent) of such flows. These private capital flows consist of loans, bond issues by developing countries, portfolio investment (purchases of shares) and direct investment. Private foreign capital is now considered a major source of finance for development investment, but only for a few advanced developing countries. Many poorer countries that do not have significant raw material resources are excluded. Private capital is also concentrated on a few sectors, especially mining, industry and services like telecommunications and tourism.

121. Foreign direct investment is now the single largest source of foreign capital inflows. Its level increased each year in the 1990s, expanding from about \$35 billion in 1991 to \$192 billion in 1999. However, while in 1999 foreign direct investment accounted for approximately 85 per cent of private capital flows, the capital was again concentrated in a few countries, the share of the top five recipient countries jumping from 57 per cent in 1998 to 64 per cent in 1999. The poorest countries, particularly those in sub-Saharan Africa, are thus still most in need of increased official development assistance.

122. International environmental governance can be effective only if international private capital can be mobilized in such a way as to meet environmental goals. Barriers preventing investment for the betterment of the environment need to be addressed. Key obstacles to private investment in environmentally sustainable projects and programmes include:

- (a) Low and inconsistent demand for environmental technologies and services;
- (b) Market and policy risks;
- (c) Limited technical or financial intermediation capacity;
- (d) A limited menu of financial instruments;
- (e) Information gaps;
- (f) Limited access to technology.

E. Non-traditional financing mechanisms

123. The Third Expert Group Meeting on Financial Issues of Agenda 21 discussed proposals for taxes on carbon emissions, air transport and foreign exchange transactions (the "Tobin tax"), the carbon tax being viewed as a more desirable tool owing to its greater incentive and revenue-raising potential. Options to deal with the distributional impacts have been put forward, as well as criteria to make such taxes more economically justified and politically acceptable, such as leaving the bulk of the financial resources generated with national Governments and allocating a small percentage (say 1.5 per cent) for international purposes. One model has predicted that a global production tax of 80 per cent on fossil fuels would reduce carbon dioxide emissions by 50 per cent and generate \$600 billion in revenues.

124. Foundations also play an important role in mobilizing financing for the environment. A particularly innovative example is the United Nations Fund for International Partnerships (UNFIP), established by the Secretary-General in March 1998 as an autonomous trust fund. UNFIP is the central administrative vehicle within the United Nations for working with the United Nations Foundation, a mechanism established by Ted Turner and endowed with \$1 billion to support United Nations efforts on global issues.

125. The French Global Environment Facility (FGEF) is another innovative mechanism, set up by the French Government in 1994 to cover incremental costs arising out of measures taken to protect the global

environment and expected to be additional to the resources allocated by France under its official development assistance. Funding is provided for biodiversity conservation, greenhouse gas emission reduction, protection of international waters and preservation of the ozone layer. Support to countries under particular threat from desertification, especially in Africa, is a French development assistance priority. The Maghreb plus sub-Saharan Africa thus account for half the funding allocated by the Facility. Its Steering Committee is the decision-making body and is made up of representatives of five member institutions. It is served by a secretariat provided by the Agence Française de Développement. The Facility was launched with 440 million francs for the period 1994-1998 and replenished with the same amount for the period 1999-2002. By the end of first phase, appraisals had been carried out or started on 72 projects. It is a bilateral mechanism and although its approach and operating methods are similar to those of GEF, it is independent of its multilateral counterpart and is an instrument of French foreign policy. The concerns of the two bodies are close, and so the French Facility's Executive Secretary is the alternate member for France on the GEF Council.

126. Other non-traditional mechanisms include the Financial Services Initiative operated under UNEP, which promotes the integration of environmental considerations into the financial and insurance sector's operations and services. Two other mechanisms under discussion and experimentation are the Kyoto Protocol's Clean Development Mechanism and Joint Implementation procedure. The Clean Development Mechanism is designed to assist non-Annex I Parties to achieve sustainable development. It would utilize certified emission reductions achieved through individual projects which reduce greenhouse gas emissions beyond what would have occurred in the absence of that project. Under Joint Implementation, emission reductions achieved through individual projects in Annex I countries can be credited towards achieving commitments under Article 3, if they can be demonstrated to reduce emissions beyond what would have occurred otherwise.

127. Ecolabelling schemes that enable consumers to make purchasing decisions that are more fully informed about the environmental characteristics of their production and "green" investment funds that enable investors to bring investment decisions into line with their environmental preferences, are other examples of innovative financial mechanisms. In one of its recommendations the Fifth Expert Group Meeting on Finance for Sustainable Development noted the need to develop a screening methodology for ranking investments according to sustainability criteria. Non-traditional financing mechanisms exist that have potential to mobilize large amounts of financial resources but have not been fully harnessed.

128. Civil society has played an important role in promoting the environmental agenda, and there is a strong likelihood that this role will increase in the future, taking into account the increased interest of civil society on issues related to the environment. The influence of environmental non-governmental organizations on the governance of the environment at all levels is high, ranging from large transnational non-governmental organizations managing multimillion-dollar budgets to much smaller ones on shoestring budgets but nevertheless often having a significant impact. Of total GEF financing to date, about \$650 million has been approved for activities executed by non-governmental entities. They should be considered important players in the mobilization of financial resources as well as in facilitating practices and policies that can promote more effective environmental management.

F. Issues

129. The United Nations Millennium Declaration, adopted by heads of State and government in September 2000, noted their concern about the obstacles that developing countries face in mobilizing resources to finance sustained development and the need to ensure the success of the High-level International and Intergovernmental Event on Financing for Development, to be held in 2001. One estimate of the financing gap is \$625 billion per year. The heads of State and government at the Millennium Summit in New York agreed to implement an enhanced programme of debt relief for the heavily indebted poor countries and to grant more generous development assistance.

130. Progress has been made in identifying the necessary issues that need to be included in dealing with financing relating to development. Much of this has substantial impact on the effectiveness with which the

global environment can be governed. Agenda 21 estimated the costs of financing sustainable development at \$125 billion of external resources, - primarily official development assistance - and \$500 billion of domestic resource mobilization in the developing world. It is urgent that the targets under Agenda 21 be met, in particular with respect to that of 0.7 per cent of gross national product for official development assistance.

131. The effectiveness with which aid is delivered is also important. In order to prevent a fragmented and an ad hoc approach to mobilizing financial resources, the direction and quality of financial flows need better coordination. This, in turn, will prevent duplication of financed programmes and activities. Coordination mechanisms such as the OECD Development Assistance Committee already exist, but do not single out environment as a distinct issue. Expert meetings on the subject held to date show that coordination should involve more than the official donors, also embracing other players working to mobilize financial resources. To make official development assistance effective, strategic thinking is needed on the part of recipients. In addition, discussions show that this requires the integration of environmental issues within external and domestic finance. OECD's programme on capacity development in environment is one example in which the capacity of public institutions to consider environmental factors is enhanced.

132. With respect to foreign investment, it has been considered essential to establish clear criteria for foreign investment with favourable economic instruments designed for environmental purposes. To mobilize private capital for the betterment of the environment, national regulatory frameworks are needed to reduce the negative environmental impacts and to promote positive impacts. It is crucial to have a stable, predictable and transparent investment climate, based on a multilateral framework of investment supportive of sustainable development.

133. The 2002 review of the outcome of the Earth Summit will address financial resources and mechanisms as an overarching issue. It will be preceded by the Sixth Expert Group Meeting on Finance for Sustainable Development and the High-level Intergovernmental Conference on Financing for Development. The issues noted above and those relating to debt relief and the utility of non-traditional national and international financing mechanisms are likely to feature in the discussions. These issues will have a significant influence on the effectiveness of international environmental governance, as will the financing of multilateral environmental agreements, the potential of environmental non-governmental organizations in the context of mobilizing financial resources and that of environmental bodies charged with various functions relating to governance of the environment. With the myriad of financial sources and actors operating on environmental issues, fragmentation is nonetheless likely to continue in the absence of improved coordination and information systems on finances dedicated specifically to environmental issues.

134. The High Level Conference on Financing for Development offers an opportunity to review financing for sustainable development, particularly in the light of the declining trend in funding for environmental action in real terms. The financial contributions of major multilateral and bilateral organizations towards environmental issues are not easily discernible, and need to be made more transparent. Since Rio, the only major financing mechanism that has evolved has been GEF. However, its scope has been limited. The third replenishment of GEF and the meeting of the GEF Assembly in 2002 offer an opportunity to enhance the mandate of the Facility as the main financial mechanism of sustainable development in the context of Governing Council decision 21/25. Finally, the need to enhance the financial base of UNEP as the main entity in charge of the environment in the United Nations will also need to be revisited.

IV. NEEDS AND OPTIONS

135. United Nations Secretary-General Kofi Annan, in his preface to UNEP's Annual Report 2000, has emphasized that no crisis in history has so clearly demonstrated the interdependence of nations as the environmental crisis. The pressures wielded by the forces of economic globalization and technological change are transforming the global environment as never before. A number of trends that characterized the last decade of the twentieth century are coming to a head. They include the increasingly transboundary nature of environmental problems, the recognition of linkages between various environmental issues, the challenge of implementing the increasing number of multilateral environmental agreements, the growing

size and number of mega-cities, the increasing role of civil society in crafting and influencing public policies, and the transition towards a knowledge-based information society.

136. Governments are increasingly expressing concern that the current international environmental governance structure does not meet the needs of the environmental agenda. These concerns range from the proliferation of complex meetings that impose onerous demands on negotiators, particularly from developing countries, to the fragmentation of the agenda that prevents environmental issues from being dealt with in a comprehensive manner and does not allow the emergence of an approach that could underpin and support the implementation and monitoring of legally binding commitments under international law.

137. The growing concern was well articulated in the Malmö Ministerial Declaration, which stated that the 2002 World Summit on Sustainable Development “should review the requirements for a greatly strengthened institutional structure for international environmental governance based on an assessment of future needs for an institutional architecture that has the capacity to effectively address wide-ranging environmental threats in a globalizing world. UNEP’s role in this regard should be strengthened and its financial base broadened and made more predictable.”

138. In any model of reform in which the central importance of environmental compliance, enforcement and liability, as well as the observance of the Rio Principles, including the precautionary approach, is stressed, the particular circumstances of developing countries must be taken into account. Faced with declining terms of trade, tariff and non-tariff barriers to trade, debt, population growth and economic instability, developing countries require enhanced support to meet social and economic demands as they attempt to meet their environmental obligations.

139. A new model of international environmental governance must be predicated on the need for sustainable development that meets social, economic and environmental requirements. The environmental problems of today can no longer be dealt with in isolation. Any approach to strengthening and streamlining international environmental governance will need to respond to the following:

(a) Credibility – reformed institutional structures must command the universal commitment of all States, based on transparency, fairness and confidence in an independent substantive capacity to advise and adjudicate on environmental issues;

(b) Authority – reform must address the development of an institutional mandate that is not challenged. This should provide the basis for a more effective exercise of authority in coordinating environmental activities within the United Nations.

(c) Financing – adequate financial resources linked to broader development cooperation objectives must be provided. Despite several intergovernmental decisions to strengthen UNEP and provide it with “adequate, stable and predictable” financing, the level of the Environment Fund remains at approximately \$50 million per annum despite expanding mandates. Such a situation is not sustainable in the long run;

(d) Participation of all actors - given the importance of the environmental consequences of the actions of major groups, ways must be found to incorporate their views in decision-making.

140. Several ideas have been put forward to strengthen the governance of the global environment. Further findings emanate from the overview of the state of international environmental governance as presented in the preceding chapters. There are a number of options mentioned in the current debate on international environmental governance. The next section is thus written in such a way as to capture the gist of the various findings and ideas put forward to date in one consolidated overview, presenting a comprehensive picture of the potential directions in which to move forward. The options referred to below are cited from the references listed at the end of this document.

141. Options for strengthening international environmental governance have been put forward at two main levels:

- (a) At the level of organizational structures;
- (b) At the level of multilateral environmental agreements.

A. Options at the Level of Organizational Structures

142. At the organizational level, the overriding issue for strengthening international environmental governance is the need to improve the positive environmental impact of interventions. Options put forward can be grouped in the following areas:

- (a) Finance, trade and development organizations;
- (b) Environmental organizations and structures;
- (c) Coordination.

1. Finance, trade and development organizations

143. Concern has been raised about the conflicting goals of large multilateral and bilateral bodies whose negative impact on the environment can compromise efforts towards improving international environmental governance. The solutions put forward to date are:

- (a) To strengthen processes for integrating environmental considerations into existing international financial, trade, technical and development organizations in an effort to enhance their operations in pursuit of sustainable development. This would include integrating environmental concerns in development cooperation, for example by means of the World Bank's Comprehensive Development Framework and the United Nations Development Assistance Framework;
- (b) To develop common environmental guidelines for export credit agencies to encourage integration of environmental considerations in investment decisions;
- (c) To establish a counterpart environmental body to WTO.

2. Environmental organizations and structures

144. Ideas put forward to date reflect a need for a stronger agency for governing the global environment. Options put forward include:

- (a) Upgrading UNEP from a United Nations programme to a fully fledged specialized agency equipped with suitable rules and its own budget funded from assessed contributions from member States, through an annual session of announcements of contributions (based on the UNDP model), or under multi-annual negotiated agreements;
- (b) Utilization of the General Assembly or the Economic and Social Council in a more comprehensive institutional manner, for example by transforming the Economic and Social Council into a Council on Sustainable Development, requiring amendment of the United Nations Charter;
- (c) Establishment of a new World Environment Organization. Issues that would need to be addressed are: what functions it would have; whether it would act as an umbrella for the various multilateral environmental agreements; what financial resources and legal authority it would be endowed with;
- (d) Transformation of the Trusteeship Council, one of the six principal organs of the United Nations, into the chief forum for global environmental matters, including administration of multilateral

environmental agreements, with the Commission on Sustainable Development reporting to an Economic Security Council, rather than Economic and Social Council;

(e) Some consolidation between UNDP and UNEP;

(f) Broadening of the mandate of GEF to make it the financial mechanism of all global environmental agreements and link it more closely with UNEP to ensure coherence between policy and financing;

(g) Raising the profile of the Commission on Sustainable Development to integrate the three "pillars" - environmental, social and economic - with greater involvement alongside GEF and other programmes and the United Nations Development Group, and involving ministries other than environment ministries alone;

(h) Establishment of a new environmental court.

145. In order to decide on the most effective manner of strengthening international environmental governance, the following questions would need to be addressed:

(a) How coordination and synergies on environment-related issues among various organizations would be improved;

(b) How consistency of environmental standards and agreements would be enhanced, particularly in the context of environmental and trade agreements, and how disputes that arise would be dealt with;

(c) What role civil society, particularly environmental non-governmental organizations, would have in strengthened governance of the global environment;

(d) What role could be accorded to the private sector;

(e) What level of financing would be available, and with what level of predictability and stability, to ensure that mandates are realized.

3. Coordination

146. Given the fragmented nature of organizations and structures dealing with environmental issues that have been referred to, ideas put forward have highlighted the need for improved coordination and synergies among the various entities involved. While a strengthened international environmental governance body as suggested above could be given the capacity to coordinate, it would nevertheless need tools or mechanisms for doing so. The ideas put forward to date for doing so are as follows:

(a) Agreement on a structure to provide direction and coherence among agreements within the same category;

(b) On coordination between trade and environment agreements, establishment of a dispute settlement scheme for trade-related environmental issues, with the dispute settlement process independent of the rule-making and negotiating functions of WTO. In addition, establishment of an agreement on trade-related environmental measures;

(c) Improvement of UNEP's coordinating role, one suggestion being to bring together under the aegis of UNEP all organizations with a largely environmental remit in order to harmonize schedules, assessments, actions and strategies on a thematic basis;

(d) Utilization of UNEP's recently established Global Ministerial Environment Forum for setting broad policy guidelines for international action on the environment;

(e) Creation within EMG of a coordination mechanism to cover all institutions with a largely environmental remit, UNEP and the secretariats of the multilateral environmental agreements, and promote environmental mainstreaming;

(f) Inclusion of UNEP in the United Nations Development Group;

(g) Establishment of a United Nations Environment Group, on the model of the United Nations Development Group, and based on strengthening of EMG.

147. In order to arrive at a meaningful way forward for strengthening the governance of the global environment, the options enumerated above would first need to be analysed to determine their feasibility and utility for the benefit of the global environment. The section below outlines a potential way forward for such an analysis to be carried out in a meaningful manner so that it may be of utility to the process at hand.

B. Options at the level of multilateral environmental agreements

148. Where multilateral environmental agreements are concerned, the overriding issue for strengthening international environmental governance is the fragmented manner in which they operate, primarily owing to lack of coordination. This has diminished ability of countries to implement the commitments made under existing agreements. Options put forward may be grouped in the following clusters of topics:

- (a) Coordination;
- (b) Monitoring the state of implementation;
- (c) Improving capacity and incentives for compliance;
- (d) Compliance and enforcement tools.

1. Coordination

149. At the international level, the inadequate level of coordination among multilateral environmental agreements makes itself felt in difficulties arising from the dispersal of the location of secretariats between Montreal (for CBD and its Biosafety Protocol and the Multilateral Fund), Geneva (for CITES and the Basel Convention) and, Bonn (for UNFCCC, UNCCD and CMS), as well as the dispersal of venues of Conferences of Parties and their subsidiary bodies. In addition, inadequate coordination has been noted in the timings of these conferences: in December 2000, the Intergovernmental Negotiating Committee on the Convention on persistent organic pollutants met in Johannesburg, the CBD Intergovernmental Committee for the Cartagena Protocol in Montpellier, the Twelfth Meeting of the Parties to the Montreal Protocol in Ouagadougou and the Fourth Conference of the Parties to the UNCCD in Bonn. At the national level, the fact that the various conventions have different focal points also points to inadequate coordination. The focal points for CBD and CITES are in the ministries of agriculture, those for UNFCCC are in the ministries of energy or meteorological services, those for UNCCD are in forest or land ministries, those for UNEP are in ministries of environment and those for the Commission on Sustainable Development are in ministries of foreign affairs. In the absence of adequate national coordination of global environmental issues, it is difficult to ensure adequate international coordination. Ideas put forward to deal with this situation include:

- (a) Co-location of secretariats of agreements;
- (b) Development of umbrella conventions;
- (c) Utilization of one scientific body to address the scientific or thematic assessment needs of agreements functioning on a demand-driven basis, instead of dedicating distinct ones for each agreement;

(d) Use of UNEP's recently established Global Ministerial Environment Forum to clarify the main principles to be incorporated into the various agreements with a view to harmonizing their implementation.

2. Monitoring the State of Implementation of Multilateral Environmental Agreements

150. Responses to the questionnaire note the weaknesses in current capacities to monitor the state of compliance with multilateral environmental agreements. The current processes in place call for national reports to each agreement as a means of monitoring levels of implementation and compliance with conventions. However, some countries do not submit reports, and others only do so belatedly. Further, convention secretariats and their budgets are small. Suggestions include:

(a) Establishment of an authoritative body that has the capacity to verify the information that governments are to supply. The issue of reviewing the status of implementation on a country-by-country basis as opposed to an agreement-by-agreement basis would need to be resolved;

(b) Reinforcement of surveillance mechanisms to monitor the implementation of agreements.

3. Improving Capacity and Incentives for Compliance

151. Concern has been raised that multilateral environmental agreements are not being effectively implemented and that the lack of financial measures and incentives is the primary cause of this problem. In addition, the proliferation of agreements and their associated conferences and obligations places a burden on countries. The following incentives and measures have been suggested to improve compliance:

(a) Additional financing;

(b) Adoption of a centralized reporting process for the different agreements;

(c) Extension to the global level of the Århus Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters or basic standards for transparency and participation;

(d) Efforts by Conferences of Parties to do more to encourage countries that have not yet ratified agreements to do so;

(e) Action to make some agreements enforceable for non-signatories;

(f) Identification of the precise role of technology transfer as an incentive;

(g) Drafting of a legal instrument on economic instruments which, while being common to the various agreements, would be specific for each issue;

(h) Drafting of a framework convention on economic instruments to promote the implementation of all multilateral environmental agreements.

4. Compliance and Enforcement tools

152. The ideas put forward to date note the inconsistencies between global trade rules and multilateral environmental agreements. Solutions for improving consistency and enforcement include the following:

(a) Revision of the environmental exceptions to WTO rules to clarify that trade measures taken in pursuance of multilateral environmental agreements are protected from challenge at the trade body;

(b) Establishment of a complaints system with defined roles for the secretariats of environmental agreements in processing such complaints, the powers of Conferences of Parties to rule on them and the range of measures that could be taken (ranging from assistance measures to economic sanctions);

(c) Establishment of a dispute settlement mechanism (conciliation, negotiations, etc). Issues that would need analysis include whether it would be centralized or specific to each agreement, utilizing a new court, the International Court of Justice, etc. ;

(d) Establishment of an environmental ombudsman or a centre for amicable settlement of disputes, possibly under the auspices of UNEP;

(e) Implementation of common regulations on the subject of environmental liability as an instrument prompting Parties to respect their obligations. Failure to do so would lead to their being held liable over and above the traditional reprobation familiar in international politics;

(f) Institution of sanctions and penalties for non-jurisdictional aspects.

C. Conclusion

153. As the Secretary-General pointed out, "there is no shortage of ideas on what should be done. ... What we need is a better understanding of how to translate our values into practice, and how to make new instruments and institutions work more effectively. ... We must work towards establishing systems that are governed by people and institutions according to commonly defined rules and mechanisms. We must use these systems to ensure that all parties concerned contribute, and that they all benefit from the efficient and environmentally sound use of resources - whether natural or man-made, whether already available or yet to be developed. We must apply universal values to safeguarding local diversity. And we must build global public awareness, so that individuals and groups all round the world can understand what is at stake, and join in the effort."

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United Nations reform: measures and proposals**Environment and human settlements****Report of the Secretary-General****Contents**

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I. Introduction

1. The report of the Secretary-General entitled "Renewing the United Nations: a programme for reform" (A/51/950) was the result of a thorough review of the activities of the United Nations with the objective of identifying ways in which the United Nations could more effectively and efficiently meet the challenges that lie ahead as we enter the new century and a new millennium. The report noted, however, that reform is not an event but a process, and that although the proposals made are important for the ways in which they would produce a stronger, more resilient and more flexible United Nations in the short term, they are also important for the general direction they would impart for the future evolution of the Organization.

2. An important aspect of the work of the Organization that was addressed by the report was the area of "Environment, habitat and sustainable development". The report reviewed the experience and achievements of the United Nations in this area, and noted that of all the challenges facing the world community in the next century, none will be more formidable or pervasive as the attainment of a sustainable equilibrium between economic growth, poverty reduction, social equity and the protection of the Earth's resources, common and life-support systems. The report also noted that the General Assembly, at its nineteenth special session, had emphasized the difficulties and divisions that continue to impede progress towards agreement on the cooperative measures required to deal with these issues and to ensure enforcement of existing agreements.

3. The report further reviewed developments since the United Nations Conference on Environment and Development (UNCED), including the proliferation of new actors in the field and their expanding participation in United Nations forums; the emergence of the Commission on Sustainable Development as an important policy forum; augmented environmental capacities in United Nations organizations; the transition to a predominantly urban world; and the disappointing response to the needs of developing countries for new and additional resources. The report concluded that this experience demonstrated the need for a more integrated systemic approach to policies and programmes throughout the range of United Nations activities in the economic and social field through mainstreaming the Organization's commitment to sustainable development. This would require closer cooperation and interaction between the United Nations Environment Programme (UNEP) and the United Nations Centre for Human Settlements (Habitat), and between both entities and other departments, funds and programmes in the economic, social and development areas.

4. The report reaffirmed the role of UNEP as the environmental voice of the United Nations, and that high priority must be given to according it the status, strength and access to resources it required to function as the environmental agency of the world community, as confirmed by the Nairobi Declaration adopted by the nineteenth session of the UNEP Governing Council. The report emphasized the need to strengthen UNEP's role as the focal point for harmonization and coordination of environment-related activities, and noted that the Secretary-General intended to lend his full support to that process. It was considered timely to take immediate steps to strengthen UNEP and Habitat, while considering the fundamental changes that might be required to clarify and focus their structures and functions within a reformed United Nations and to revitalize political and financial support for them.

5. In order to initiate this process, action 12 of the Report provided that the Secretary-General, in consultation with Governments, the Executive Director of UNEP and the Executive Director of Habitat, would develop new measures for strengthening and restructuring the two organizations, based on General Assembly resolution 2997 (XXVII) and 32/162, and taking into account the decisions and recommendations of the Governing Council of UNEP and the Commission on Human Settlements, and would make recommendations to the General Assembly at its fifty-third session.

II. United Nations Task Force on Environment and Human Settlements

6. In order to initiate the process of preparing recommendations for the fifty-third session of the General Assembly, the Secretary-General established the Task Force on Environment and Human Settlements under the chairmanship of the Executive Director of UNEP. The Task Force was composed of 21 eminent persons, including ministers, senior government officials, senior United Nations officials and non-governmental organizations representatives. Its terms of reference included a review of current structures and arrangements through which environmental activities are carried out within the United Nations to evaluate the efficacy of those arrangements and make recommendations for such changes and improvements required to optimize the work and effectiveness of the United Nations environmental work, as well as the work of UNEP as the leading environmental organization. The proposals were to be prepared for the

consideration of the Secretary-General and subsequent submission to the General Assembly.

7. The Task Force met four times, and delivered its report to the Secretary-General on 15 June 1998; the report of the Task Force, including its composition and terms of reference, is contained in the annex.

8. The recommendations of the Task Force report represent the completion of another important step in the overall reform of the United Nations, as well as the beginning of a process designed to equip the United Nations to concretely address the pressing environmental and sustainable development problems currently facing the international community. In making its recommendations, the Task Force proceeded on a commonly shared conviction that the institutional fragmentation and loss of policy coherence as a result of the number of separate environment-related intergovernmental processes had resulted in a loss of effectiveness in the work of the United Nations in the area of environment and human settlements. The Task Force examined the existing organizational arrangements within the United Nations to determine how they might be changed to better meet international environmental and human settlements challenges, and how existing United Nations structures and arrangements could be optimally redesigned to deal with the problems that will concern the international community in the coming decades. The Task Force derived its overall guidance from the conviction of the Secretary-General, as expressed in his 1997 reform report, that the United Nations must take the lead in building a new international system through greater unity of purpose, greater coherence of efforts, and greater agility in responding to an increasingly dynamic and complex world.

9. The main findings of the Task Force are reflected in 24 recommendations contained in seven sections on:

- (a) Inter-agency linkages;
- (b) Linkages among and support to environmental and environment-related conventions;
- (c) UNEP, Habitat and the United Nations Office at Nairobi;
- (d) Information, monitoring, assessment and early warning;
- (e) Intergovernmental forums;
- (f) Involvement of major groups;
- (g) Future initiatives.

10. The recommendations are designed to enhance coordinated action by the United Nations and begin the

process of improving overall policy coherence, and represent the sum of measures that, in the view of the Task Force, must be taken to revitalize the work of the United Nations in the environment and human settlements in the short term. Similar to the approach of the initial proposals of the Secretary-General on reform, the recommendations require decisions and measures to be taken at different levels, i.e., both at the Secretariat level and at the intergovernmental level. The recommendations are spelled out in detail, together with their underlying rationale, in the report of the Task Force (see annex). However, they are summarized briefly below, clustered according to the level at which the decisions have to be taken.

III. Recommendations for action at the Secretariat level

A. Inter-agency coordination

11. Recommendation 1 of the Task Force relates to improved inter-agency coordination. In response to the perceived need for effective coordination, the Task Force recommended that the Secretary-General establish an environmental management group under the chairmanship of the Executive Director of UNEP. The group would adopt a problem-solving, results oriented approach that would enable United Nations bodies and their partners to share information, consult on proposed new initiatives and contribute to a planning framework and develop agreed priorities and their respective roles in the implementation of those priorities in order to achieve a more rational and cost-effective use of their resources. It would also provide a forum and a mechanism to enhance complementarity between the analytical and normative activities of UNEP with the operational role of the United Nations Development Programme (UNDP). As such, the group would follow the "issue management" approach outlined by the Secretary-General in his reform report. The group would be supported by Secretariat arrangements that would draw on the existing substantive capacity of UNEP and Habitat. The reports of the group could be made available to relevant intergovernmental bodies to enhance intergovernmental policy coherence. The Task Force recommended that following the conclusion of the current General Assembly session, the Secretary-General consult with members of ACC and decide on the establishment of the group.

B. Linkages among and support to environmental and environment-related conventions

12. A series of actions are recommended under recommendation 2 of the Task Force that have implications both at the secretariat and intergovernmental levels for UNEP, and are consistent with the mandate of UNEP as contained in relevant General Assembly resolutions and UNEP Governing Council decisions.

13. In pursuance of these recommendations, the Executive Director of UNEP would take action to:

(a) Base UNEP support to global and regional conventions on its capacities for information, monitoring and assessment, which should also be strengthened (recommendation 2 (a));

(b) Continue to sponsor joint meetings of heads of convention secretariats to ensure that the work programmes established by conferences of parties to conventions and the substantive support provided by UNEP are complementary, fill gaps and take advantage of synergy (recommendation 2 (b)).

14. The Task Force also recommended that the Secretary-General, through the Executive Director of UNEP, invite Governments and conferences of parties to consider the implications of operational inefficiencies and costs arising from the geographical dispersion of convention secretariats and ways of overcoming this. Further consultations among the relevant United Nations entities will be required to develop the modalities for the implementation of this recommendation, and should result in specific proposals being made to the relevant intergovernmental bodies for their consideration (recommendation 2 (d)).

C. United Nations Environment Programme, United Nations Centre for Human Settlements and United Nations Office at Nairobi

15. The Task Force recognized and emphasized the central importance of stabilizing and strengthening the Nairobi location of the United Nations. In its recommendations 3, 4, 5, 6, 7 and 8, which are intended for action by the Secretary-General and the Executive Director of UNEP and of Habitat, the Task Force has addressed, *inter alia*, security, the strengthening of the United Nations Office at Nairobi, the exploitation of the synergy deriving from the co-location of

UNEP and Habitat, and the development of a financial strategy.

16. Although several of these measures can be implemented immediately, others will require further consultation with Governments or the presentation of further proposals to intergovernmental bodies. Action that can be taken immediately involves the implementation of recommendations 3, 4, 5 and 6. In this regard, the Secretary-General of the United Nations Office at Nairobi will commence a consultative process with the Government of Kenya with a view to improving physical security, as well as recommending to heads of United Nations organizations with representation at Nairobi that they relocate their offices to the United Nations compound.

17. With respect to recommendation 5, steps have already been taken for the strengthening of the United Nations Office at Nairobi to provide common administrative services to both UNEP and Habitat. The provision of additional regular budget resources, as well as the possibility of relieving UNEP and Habitat of paying rent, is currently under positive consideration by the Secretary-General, in particular in the context of the 2000–2001 biennial budget.

18. The Secretary-General has already designated the current Executive Director of UNEP as Director-General of the United Nations Office at Nairobi, as well as acting Executive Director of Habitat, thus partially implementing recommendation 6. Further consideration will be given to the full implementation of this recommendation by the Secretary-General.

19. In recommendation 7, the Task Force proposes that UNEP and Habitat derive greater benefit from their common location in terms of administrative efficiency and programmatic synergy. It recommends that UNON be utilized to unify the administrative services of the two organizations; that common support services for information, press and library facilities be established, that the planning and implementation of the two programmes be more tightly linked given their complementarity; and that the possibility of co-locating regional offices be assessed. These recommendations constitute practical measures that can be undertaken in the short term by the Executive Director of UNEP and Habitat to make significant economies and enhance synergy. Action taken will be notified to the UNEP Governing Council and the Commission on Human Settlements, while also indicating the means through which the respective oversight and policy guidance roles of the two governing bodies will be maintained.

20. In view of the urgent need to ensure a sound financial basis for both organizations, proposals for a financial strategy

will also be presented to the governing bodies of the two organizations consistent with recommendation 8.

D. Information, monitoring, assessment and early warning

21. Both organizations carry important responsibilities related to the monitoring and assessment of critical developments in their respective fields of expertise, as well as the responsibility to provide relevant and useful information for decision makers in developing countries. In addition, both must be equipped to notify Governments at an early stage of negative or harmful developments in their respective fields that require either preventive or remedial action to be taken by the international community.

22. The Task Force recognized the central importance of strengthening and focusing the capabilities of the two organizations to play an important role in servicing the information requirements of member countries. In recommendations 9 and 10, a series of measures are proposed to be carried out by the secretariats of the two organizations. The recommendations are consistent with decisions and recommendations made in the respective governing bodies of UNEP and Habitat, as well as by the General Assembly and the United Nations Conference on Human Settlements (Habitat II), and comprise the following complementary measures:

(a) High priority should be given to developing capacity in the field of information, monitoring and assessment and serving as an “environment guardian” in providing the necessary information to enable the sound stewardship of the global environment by the international community;

(b) The Earthwatch system should be reviewed and a determination made of the steps required to transform it into an effective, accessible, well advertised, science-based system capable of meeting the needs of decision makers;

(c) Intensive networking and cooperation should be undertaken with national and international partner institutions to this end;

(d) Problems, action- and result-oriented environment and human settlements indicators for sustainable development should be elaborated;

(e) Capacity should be strengthened and developed to serve as a clearing house for data and information, including information from non-governmental organizations and other grass-roots sources;

(f) A system of information, monitoring and assessment should be designed and maintained so as to maximize its ability to provide early warning of emergencies;

(g) UNEP should consider establishing a capability to identify potential environmental and related conflicts, and to provide information and analysis for the development of preventive measures.

23. All the above recommendations are complementary to existing intergovernmental guidance emanating from the UNEP Governing Council, the Commission on Human Settlements and Habitat II. In the case of UNEP in particular, the Executive Director will be preparing a report for the consideration of the Governing Council of UNEP at its forthcoming session that will elaborate his proposals further in the context of the biennial work programme of UNEP for 2000–2001.

E. Intergovernmental forums

24. The recommendations made by the Task Force in relation to intergovernmental forums have been formulated in direct response to the perception of institutional fragmentation and loss of policy coherence with the growth in the number of separate environment-related intergovernmental processes, and they thus constitute a comprehensive set of measures intended to begin the process of regaining policy coherence in the field of the environment and human settlements.

25. The proposed measures are contained in recommendations 11 to 17 and are primarily directed to intergovernmental bodies. Measures calling for action at the secretariat level are complementary, and would underpin intergovernmental action.

26. In recognition of the importance of integrating regional perspectives into the global agenda, recommendation 12 proposes that UNEP regional offices assist Governments in the regions in defining regional priorities reflecting regional needs and promoting their integration in the global agenda. It also proposes that in the implementation of regional priorities, UNEP involve specialized agencies and other institutions, including financial institutions. These proposed measures are consistent with the evolving role of regional offices of UNEP and the Executive Director will further elaborate on the implementation of this recommendation at the next session of the UNEP Governing Council.

27. With respect to Habitat, recommendation 15 (a) proposes that the Executive Director consider ways to build the capacity of the Habitat Centre to implement the Habitat

Agenda, in particular by strengthening the normative core activities of Habitat and developing it into a well financed centre of excellence. The implementation of this resolution is central to the currently ongoing development of proposals for the reform and restructuring of Habitat being undertaken by the Executive Director. Concrete proposals and report on progress in this respect will be provided to the next session of the Commission on Human Settlements.

28. The Task Force also noted the importance of the effective use of Global Environment Facility (GEF) resources, and proposed in recommendation 17 that collaboration between the three GEF implementing agencies be intensified. This recommendation will be conveyed to the concerned agencies, and will inform the further development of the UNEP/GEF strategy.

F. Involvement of major groups

29. The Task Force recognized the global trends that imply a growing role for elements outside Governments in actions and decisions affecting environment and human settlements, including the activities of the United Nations system. Agenda 21 was of particular importance in this regard. The Task Force reviewed the experience of international processes, and made a series of proposals in recommendations 18 to 23 at both the intergovernmental and secretariat levels with the intention of facilitating a coherent approach to the need to constructively engage non-governmental organizations and civil society in the work of the United Nations.

30. Recommendations 19, 21, 22 and 23 contain the following proposals for action by the secretariat:

(a) UNEP and Habitat should examine ways of constructively engaging business and industry in their work. This is already an ongoing process in both organizations, and will be strengthened within guidelines established by the respective governing bodies;

(b) UNEP and Habitat, with UNDP, should identify and make provision to meet the needs of southern non-governmental organizations for capacity-building, keeping in mind the importance of networking. Inter-agency consultations are proposed on this issue, among others, to develop a cooperative approach;

(c) UNEP and Habitat should establish a specialized unit to provide non-governmental organizations with necessary information, in collaboration with UNDP, and to ensure that the capacities and contributions of non-governmental organizations are utilized. The Executive Director is currently considering modalities for the

implementation of this recommendation in the context of the reorganization of Habitat and UNEP;

(d) Non-governmental organizations should improve collaboration amongst themselves to contribute effectively to the work of UNEP and Habitat, and establish focal points for this purpose;

(e) United Nations agencies involved in environment and human settlements should take steps to enable major groups to participate in their activities and meetings. The Secretary-General, through the Executive Director, will bring this recommendation to the attention of the relevant agencies;

(f) UNEP and Habitat should strengthen their systems of receiving and responding to information from non-governmental organizations, especially on emerging problems, and encourage non-governmental organizations to provide information on new problems.

G. Future initiatives

31. The Task Force, in concluding its work, also considered a number of forward-looking proposals designed to project the process initiated by its report more into the future. On recommendation 24, the Task Force made a number of proposals, including:

(a) The Executive Director of UNEP would undertake wide-ranging consultations in preparation for the next session of the UNEP Governing Council;

(b) These consultations would culminate in a two-day "environment forum" immediately before the next session of the Council, and would include wide representation from Governments and the non-governmental sector;

(c) The Commission on Human Settlements would provide forward-looking perspectives as part of this process, which would also contribute to the preparations for the five-year review of the Habitat Agenda in the year 2001.

32. The Executive Director is currently reviewing modalities for how this process of preparation both for the Governing Council and the Commission on Human Settlements may best be organized, and will be consulting Governments through the Committees of Permanent Representatives of UNEP and Habitat on this issue.

IV. Recommendations for action by intergovernmental bodies

33. In addition to the recommendations for action at the level of the respective secretariats of the United Nations, the Task Force recommended a number of actions to be taken by various intergovernmental bodies. Taken together, it was the view of the Task Force that the totality of its report provided a comprehensive approach to commencing the required reform in the area of environment and human settlements. The actions proposed at the intergovernmental level are an essential component of the overall reform package, and are directly related to the major concern of the Task Force in terms of enhancing the policy coherence and coordinated action by the United Nations system in the field of environment and human settlements.

34. The recommendations requiring intergovernmental action are reviewed briefly below, together with an indication of the appropriate intergovernmental body to which the recommendation is addressed. The Secretary-General supports the recommendations of the Task Force, and considers that their implementation will go a long way in enhancing policy coherence and coordination within the United Nations system.

35. Recommendations for action by intergovernmental bodies are made primarily with regard to environmental and environment-related conventions, intergovernmental forums and involvement of major groups, and are outlined below.

A. Linkages among and support to environmental and environment-related conventions

36. In addition to the various recommendations on which action will be taken by the Secretary-General and the Executive Director and that will lead to proposals to be reviewed at the intergovernmental level, the Task Force (recommendation 2 (c)) proposed that the President of the UNEP Governing Council be invited to consult the presidents of the conferences of parties of selected conventions on arrangements for periodic meetings to address cross-cutting issues arising from the various conventions. The Executive Director of UNEP and the heads of the respective convention secretariats would organize and participate in these meetings, the results of which would be brought to the attention of the UNEP Governing Council and respective conferences of parties.

37. The implementation of this recommendation would be consistent with the mandate of UNEP arising from the nineteenth special session of the General Assembly, and would also facilitate the review of progress achieved by the conventions, as indicated in Assembly decision 52/445 of 18 December 1997.

B. Intergovernmental forums

38. Most of the recommendations of the Task Force in this area are intended for action by intergovernmental bodies, and constitute a comprehensive series of measures designed to enhance coherent and coordinated action at the intergovernmental level on environment and human settlements issues throughout the United Nations system.

39. The proposals include general recommendations to Governments, as well as specific measures to be taken by the General Assembly, the UNEP Governing Council, the Commission on Human Settlements and the Committee of Permanent Representatives to UNEP as a formal subsidiary body of the UNEP Governing Council.

40. Recommendation 11 is rooted in the conviction of the Task Force that Governments must provide consistent guidance to the different intergovernmental organizations in the United Nations system, and recommends that Governments make additional efforts to achieve consistency of national positions in different intergovernmental forums. In this regard, an effective environmental management group mechanism would be invaluable in providing coordinated overviews of activities, plans and policy approaches in various issue areas by concerned United Nations agencies. Modalities for making relevant information from the environmental management group available to intergovernmental bodies will be defined as the group is established.

41. Recommendation 13 proposes significant and important institutional adjustments designed to begin to overcome the fragmented approach to intergovernmental policy-making and provide a forum in which high-level debate on global issues is informed by a comprehensive approach to the international environmental agenda.

42. The Task Force (recommendation 13 (a)) proposes that an annual, ministerial-level, global environmental forum be instituted with a number of important functions. It also proposes that regular biennial sessions of the UNEP Governing Council constitute that forum in the years that it meets, and that in alternate years the forum should take the form of a special session of the Governing Council meeting

in different regions of the world and including regional issues on its agenda. The Governing Council of UNEP is a subsidiary body of the General Assembly, and the Secretary-General recommends that action on this proposal be taken by the Assembly at its current session.

43. Recommendation 13 (b) makes a number of very useful recommendations on future agendas of the Governing Council and the structuring and timing of its meetings to enhance coordination with the Commission on Sustainable Development and the conferences of parties of environmental and environment-related conventions. The Executive Director will provide concrete modalities for the consideration of the UNEP Governing Council at its next session for the implementation of these proposals.

44. Recommendation 13 (c) contains an important proposal with significant institutional implications that require the action of the General Assembly at its current session. The Task Force proposes that the membership of the UNEP Governing Council be made universal. The recommendation is made in the context of the increasing importance of global environmental issues that touch on all countries with significant implications for them, and the need for a coordinated policy to those problems and wide participation in those discussions by member countries. This would be consistent with the mandate of UNEP as contained in General Assembly resolution 2997 (XXVII), and would further enhance the coordinating authority of the Council as envisaged by the General Assembly with regard to the development of international environmental policy, which is currently made in a fragmented manner.

45. In recommendation 14, in order to further streamline the functioning of intergovernmental oversight, the Task Force proposes that matters relating to the programme, budget and operations of UNEP and Habitat be reviewed by their respective Committees of Permanent Representatives. In this regard and in the light of the recommendation to establish an annual ministerial forum, the future role of the UNEP High-Level Committee of Ministers and Officials should be considered. The Executive Director will provide a number of options to the Governing Council at its next session in the light of the decisions of the Assembly at its fifty-third session.

46. In support of its recommendation to the Executive Director to build the capacity of Habitat to implement the Habitat Agenda (recommendation 15 (a)) the Task Force proposes in recommendation 15 (b) that the Commission on Human Settlements pay particular attention to its role in monitoring the implementation of the Agenda and take steps to prepare for the review of the Agenda in 2001. The

Executive Director will present proposals on these issues to the Commission at its next session, taking into account the outcome of the fifty-third session of the General Assembly. In line with the importance that the Task Force attached to the effective use of GEF resources, it is proposed in recommendation 16 that UNEP's role in providing environmental advocacy, analysis and advice in shaping GEF priorities and programmes be strengthened consistent with UNEP's envisaged role in the GEF instrument and as the lead agency in the United Nations system for environment. Specific proposals in this regard will be presented to the next session of the Governing Council by the Executive Director, and the Council will also be invited to make its recommendations to the GEF Assembly on the strengthened role of UNEP.

C. Involvement of major groups

47. Several recommendations were made by the Task Force on the involvement of major groups that require action at the intergovernmental level, which would be augmented by secretariat actions described above.

48. In recognition of the positive experience of Habitat II at Istanbul, the Task Force proposes that the Commission on Human Settlements consider the establishment of a special status for local authorities. Proposals in this regard will be put before the Commission at its next session by the Executive Director.

49. In recommendation 18 (b), it was also proposed that structured meetings of major groups be organized in conjunction with meetings of the Commission on Human Settlements and the UNEP Governing Council, and that representatives of major groups be accorded the opportunity to formally present their views to these bodies.

50. Recommendation 18 (c) recognizes the valuable experience gained with respect to major groups in the Commission on Sustainable Development process, and proposes that all United Nations agencies encourage participation by major groups, and that the Secretary-General issue general guidelines on these matters. This matter will be considered further in the context of the deliberations of ACC on relations with civil society, including the question of preparation of guidelines.

51. Finally, in recommendation 20 it is recommended that the accreditation process of the Economic and Social Council and other agencies dealing with environment and human settlements be speeded up. This recommendation will be conveyed to the relevant bodies by the Secretary-General.

V. Conclusion

52. It is the view of the Secretary-General that the report of the United Nations Task Force on Environment and Human Settlements constitutes an important step, both in the overall process of United Nations reform and in undertaking the urgent adjustments required in the international system to tackle the pervasive and serious threats to the global environment and decisively move the process of urbanization in a sustainable direction.

53. This is, however, the beginning of a process. The positive consideration of these recommendations by the General Assembly will allow the commencement of a process that can bring substantial gains to the international community in future and allow it to have institutions at its service that are capable of addressing the immense challenges of the future.

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I. Introduction

1. The Secretary-General, in his report entitled "Renewing the United Nations: a programme for reform" (A/51/950), recognized the need for a more integrated, systemic approach to policies and programmes throughout the whole range of United Nations activities in the economic, social, and development fields. As part of this effort, he informed the General Assembly that he would, in consultation with Governments and the heads of the United Nations Environment Programme (UNEP) and the United Nations Centre on Human Settlements (Habitat), develop new measures for strengthening and restructuring those two organizations, based on General Assembly resolutions 2997 (XXVII) and 32/162 and taking into account decisions and recommendations of the Governing Council of UNEP and the Commission on Human Settlements. He committed himself to making recommendations to the General Assembly at its fifty-third session, in 1998.

2. To assist him in this respect, in 1998 the Secretary-General constituted a Task Force composed of high-level advisers from Governments, civil society and within the United Nations. The membership of the Task Force is listed in appendix I and its terms of reference in appendix II.

3. The Task Force met four times: on 1 April 1998 at New Delhi; on 26 and 27 April 1998 at New York; on 29 and 30 May 1998 at Bonn; and on 13 to 15 June 1998 at Geneva.

II. Historical background

4. The first major intergovernmental conference on the environment was the United Nations Conference on the Human Environment, held at Stockholm in June 1972. That Conference adopted a farsighted Declaration and Programme of Action and led to the creation of UNEP by the General Assembly with a mandate to catalyse and coordinate environmental actions within the United Nations system. The General Assembly decided that UNEP's headquarters should be located at Nairobi. The UNEP Governing Council became the world's primary environmental forum. The two decades following the Stockholm Conference saw many international actions to protect the environment, including the negotiation of many global and regional conventions.

5. The Stockholm Conference recognized that the built environment deserved special attention, and recommended the holding of a further United Nations conference on this subject. The United Nations Conference on Human Settlements was held at Vancouver from 31 May to 11 June

1976. One of the perceptions that emerged at Vancouver and has since been reinforced is that human settlements are an integral element of development, and should be a high priority at the national level.

6. The Vancouver Conference decided on the Vancouver Declaration and Action Plan, which made national Governments and the international community aware of the plight of human settlements worldwide. It also led to the creation of the United Nations Centre for Human Settlements (Habitat), which was established in 1978. In view of the substantial overlap between environmental and human settlements issues, Habitat was located at Nairobi alongside UNEP. Existing United Nations activities and programmes, including the Centre for Housing, Building and Planning established in the mid-1960s and the United Nations Habitat and Human Settlements Foundation established by UNEP, were integrated into Habitat. Habitat was to service a new intergovernmental body, the United Nations Commission on Human Settlements, and carry out an integrated work programme, including research, policy guidance, training, technical cooperation and information. Mechanisms were put in place to encourage cooperation between UNEP and Habitat.

7. Twenty years after Stockholm, the United Nations Conference on Environment and Development (UNCED) was held at Rio de Janeiro in June 1992. UNCED drew even more popular participation and media coverage than the Stockholm Conference, including greater participation by non-governmental organizations and other major groups of society from developing countries. Unlike the Stockholm Conference, UNCED was attended by scores of heads of Government. UNCED approved the Rio Declaration on Environment and Development, Agenda 21 (a compendium of actions needed to achieve sustainable development) and the Non-legally Binding Authoritative Statement of Principles for a Global Consensus on the Management, Conservation and Sustainable Development of All Types of Forests (Forest Principles). It also witnessed the signature of major conventions on climate change and biological diversity.

8. The United Nations Conference on Human Settlements (Habitat II) was held at Istanbul in June 1996. It adopted the Istanbul Declaration, in which the nations present endorsed the universal goals of ensuring adequate shelter for all and making human settlements safer, healthier and more liveable, equitable, sustainable and productive. The Habitat Agenda that was agreed on at Habitat II is the global plan of action to improve human settlements conditions for the next 20 years. Habitat is charged with coordinating its implementation among United Nations agencies and facilitating its application

by Governments, as well as among other major groups of society.

9. From the time of the Stockholm Conference, it was recognized that environmental issues could not be treated as afterthoughts or dealt with solely by “end-of-the-pipe” approaches, but that environmental considerations must be integrated into the activities of sectoral and development-oriented institutions. Many changes of this kind occurred during the 1970s and 1980s, and the pace of change has accelerated since UNCED and Habitat II. As a result, the international agenda for environment and development has been transformed, and the context in which the United Nations must operate has changed radically. The changes within the United Nations system have been conceptual and organizational; meanwhile, the context has been altered by the emergence or continuation of sweeping global trends.

10. The concept of sustainable development links economic, social, and environmental concerns, and has been adopted by the world community. Agenda 21 assigns a broad range of responsibilities for action to United Nations organizations and bodies, national Governments, and many other international and national groups. Environmental issues have appeared increasingly on the agendas of development-oriented institutions, including UNDP, the World Bank, the regional multilateral development banks and such specialized agencies as the World Health Organization (WHO), the World Meteorological Organization (WMO), the Food and Agriculture Organization of the United Nations (FAO), the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the United Nations Industrial Development Organization (UNIDO), and the regional commissions. The “greening” of these bodies has been a necessary and welcome step, but the integration of environmental considerations in their programmes clearly needs to go further. There has also been a welcome recognition of the need to move in these directions among some sections of business and industry.

11. The United Nations structure was altered after UNCED by the creation of the Commission on Sustainable Development, which provides a high-level forum for environmental, developmental, social and economic issues. The Inter-Agency Committee on Sustainable Development (IACSD), a standing committee of the Administrative Committee on Coordination (ACC), has brought together the United Nations bodies concerned with these issues and has helped to coordinate their work. IACSD’s system of designating agencies to be task managers for specific issue areas has decentralized the responsibility for developing coordinated policy positions in key areas of sustainable development, especially as inputs to the Commission on

Sustainable Development. The Global Environment Facility (GEF) has been established as a mechanism for financing activities to deal with some global environmental problems.

12. The establishment of the Commission on Sustainable Development, IACSD and GEF has created additional institutional arrangements alongside UNEP in the field of environment and sustainable development, and has highlighted the need to review the role of UNEP and the UNEP Governing Council in this context. The number of international legal instruments concerned with the environment has continued to grow. Demands on ministers and Governments have increased because of the multiplication of high-level meetings, including those of the conferences of parties to international conventions. At the same time, the financial resources available to support international and national actions for sustainable development have fallen far short of what is required, and UNEP’s own Environment Fund has declined substantially.

13. Whereas there were institutional changes in the United Nations structure in the field of environment following UNCED, there were no such institutional developments in the field of human settlements following Habitat II. Rather, the Commission on Human Settlements was assigned a central role in monitoring, within the United Nations system, the implementation of the Habitat Agenda; acting as a catalyst to promote adequate shelter for all and sustainable human settlements development; advising the Economic and Social Council on human settlements issues; and assisting the Economic and Social Council in coordinating the implementation of the Habitat Agenda within the United Nations system. Unfortunately, the situation has deteriorated and Habitat has lacked the capacity to carry out these tasks. The absence of any significant institutional change subsequent to the Habitat II Conference has hampered the effective implementation and follow-up of the outcome of that Conference.

14. Human demands on the global life support system continue to mount as poverty and affluence spread in parallel through the globe. Despite all the efforts made since the Stockholm Conference, the environment continues to deteriorate in many parts of the world. Some social, economic and technological trends are exacerbating these problems. In addition, rapid urbanization is outstripping the provision of the services needed for health and welfare. New and unexpected problems will certainly continue to arise. Much more vigorous and effective coordinated action will then be required at all levels. Better monitoring and assessment and enhanced means of providing effective information to Governments will also be crucial.

15. International action will continue to be essential in meeting these challenges. The United Nations system must play a central part in this action, in cooperation with other components of society. Agenda 21 and the global plan of action contained in the Habitat Agenda broke new ground by addressing a broad spectrum of stakeholders who should be involved in the process of developing and implementing policies and actions for environment and human settlements.

III. Needs and responses

16. These developments, trends, and challenges will influence and to a great extent define the role of the United Nations in the field of environment and human settlements. The ways of the past will not suffice in this new era. The Task Force has concluded that the United Nations and its governmental and non-governmental partners will need reformed structures and new methods in order to optimize their effectiveness.

17. The main roles of the United Nations in the field of environment and human settlements are to:

(a) Facilitate intergovernmental consensus and international cooperation on environmental components of policies and actions for sustainable development, including legally binding commitments;

(b) Promote support, especially from developed to developing countries, so as to facilitate the implementation of agreed environmental and human settlements action plans, especially Agenda 21 and the Habitat Agenda;

(c) Involve, encourage, and support relevant stakeholders so that they make their appropriate contribution at the global, regional, national, and local levels;

(d) Monitor and assess existing and emerging environmental problems, alert policy makers and the world public to them, and advocate and coordinate measures and action to tackle these problems and their causes, thereby reducing future risks;

(e) Provide support and resources to enable the effective implementation of global and national commitments relating to the environment and human settlements, and to build capacity for environmental action in developing countries.

18. The remaining sections of the present report consider:

(a) The linkages at the inter-agency level between the United Nations institutions concerned with environment, sustainable development and human settlements, including environmental and environment-related conventions;

(b) Linkages among and support to environmental and environment-related conventions;

(c) The internal needs of the United Nations system, especially those of UNEP and Habitat at Nairobi;

(d) The United Nations role (the Earthwatch function) in collecting, evaluating, and disseminating environmental data and information, including the United Nations responsibility for early and emergency response in the field of environment and human settlements;

(e) The intergovernmental structure of the United Nations in the field of environment and human settlements;

(f) The involvement of civil society and of profit-making enterprises;

(g) The possible role of a reconstituted United Nations Trusteeship Council.

A. Inter-agency linkages

19. The Task Force considers that the United Nations system needs a strong and respected UNEP as its leading environmental organization. For this purpose, UNEP needs to be given adequate financial, staff and information capacities. In particular, it should be the recognized centre of a network of information, monitoring, assessment and early warning, and should play to the full its role as an implementing agency of GEF.

20. The Task Force's review of existing United Nations structures and arrangements in the field of environment and human settlements, linked to different issues and including in-depth examination of the energy and water sectors, has revealed that current United Nations activities are characterized by substantial overlaps, unrecognized linkages and gaps. These flaws are basic and pervasive. They prevent the United Nations system from using its scarce resources to best advantage in addressing problems that are crucial to the human future; harm the credibility and weight of the United Nations in the environmental arena; and damage the United Nations working relationship with its partners in and outside of Government.

21. What is needed is a problem-solving, results-oriented approach that enables United Nations bodies and their partners to share information about their respective plans and activities; to inform and consult one another about proposed new initiatives; to contribute to a planning framework that permits the plans and activities of each participant to be reviewed within the framework of the whole range of activities being carried on by all participants; and to consult

with each other with a view to developing an agreed set of priorities and on the measures through which each participating organization can best contribute to those priorities and achieve a more rational and cost-effective use of their respective capacities and resources.

22. These needs were recognized by the Secretary-General in his report on reform under the heading "Strategy 8: Institute an issue management system" (see A/51/950, paras. 248-250).

Recommendation 1

The Task Force recommends that in order to meet these needs with respect to the environment and human settlements, the Secretary-General should establish an environmental management group. It would replace the existing Inter-Agency Environment Coordination Group, which should be abolished

23. The environmental management group would be chaired by the Executive Director of UNEP, supported by a secretariat. The Chair would report to the Secretary-General. The group would include as core members the main United Nations entities concerned with environment and human settlements. Particular meetings would involve additional United Nations entities, financial institutions, and organizations outside the United Nations system that have experience and expertise relevant to the issues on the agenda.

24. The environmental management group would be concerned with environment and human settlement issues in the context of the linkages between environment and development, as defined at UNCED and subsequently elaborated. Habitat should be a prominent participant in the group, which should structure its operations so as to achieve an integrated United Nations work programme that bridges the gaps that have existed between the two areas.

25. The most important goal of the environmental management group should be to achieve effective coordination and joint action in key areas of environmental and human settlements concern. Another important objective should be to assist intergovernmental bodies in the area of environment and human settlements, in particular the UNEP Governing Council and the commission on Human Settlements, in the preparation of coordinated inputs to intergovernmental forums, notably the Commission on Sustainable Development. The group should report on an informational basis to ACC, and should bring an environmental perspective into the work of IACSD. The group should establish time-bound task forces or working

groups covering clusters of issues in which representatives of the main institutions involved in a particular issue can work together quickly to solve important problems (for example, the recently reconstituted Ecosystem Conservation Group).

26. The environmental management group should include convention secretariats among its participants, when needed. In addition to facilitating the kinds of linkages among conventions that are recommended in section III.B below, the group should act to ensure that there are appropriate linkages among activities that occur under conventions and relevant activities elsewhere in the international system.

27. The Task Force considered the question whether the environmental management group should produce a single United Nations environmental programme, similar to the former system-wide, medium-term environment programme. The Task Force concluded that in view of fast-moving global trends, a static programme, no matter how frequently it is updated, is bound to lag behind real needs. Instead, the group should create a dynamic process for review of planned activities and modification of goals and activities in the light of new knowledge. However, subgroups of the environmental management group may agree on sharply focused action plans as a means of coordinating actions at the programme level and allocating resources in the most effective manner.

28. Regional action and regional coordination are essential in the field of environment and human settlements. At the level of field operations, the existing system of United Nations resident coordinators is responsible for effective coordination of activities related to environment and human settlements, and should be strengthened. The environmental management group should from time to time review the effectiveness of this coordination.

B. Linkages among and support to environmental and environment-related conventions

29. The creation of a large number of legally binding instruments in areas of environmental concern has been a major success of the international community. However, as a result of decisions by Governments, the secretariats of environmental and environment-related conventions have been located in diverse geographic locations, with little regard to the functional relationships among conventions. That dispersal has resulted in loss of efficiency because of inability to take advantage of synergies among conventions and substantial costs through loss of economies of scale and fragmentation of administrative, conference and infrastructure

services. The period after UNCED led to a significant increase in activities related to environmental and environment-related conventions, and the number of international meetings of relevant treaty bodies has increased significantly. This has created additional burdens, especially for ministers.

30. Bearing in mind that the main policy decisions under conventions are taken by their respective conferences of parties, which are autonomous bodies, strengthening of the linkages between conventions with a view to achieving synergies and multiple benefits and promoting coherence of policies and actions should be a long-term strategic goal of the international community. Intergovernmental bodies, including the General Assembly in paragraphs 119 and 123 of the Programme for the Further Implementation of Agenda 21 (see General Assembly resolution S/19-2 of 28 June 1997, annex), have identified the need for more effective linkages and support. Decisions of the General Assembly at its nineteenth special session, in 1997, and prior decisions by the General Assembly and the UNEP Governing Council have provided a clear basis for UNEP to foster such linkages. Pursuant to these mandates, UNEP has sponsored annual meetings of the secretariats of selected environmental conventions, which have addressed common issues, such as implementation at the national level, including development of relevant national legislation and institutions, capacity-building and technical assistance.

31. Further steps are needed to strengthen linkages and provide support that will ensure that the international community derives maximum benefit from the investments it has made in this system of international instruments.

Recommendation 2

The Task Force recommends that, in addition to integrating convention secretariats and convention-related issues in the work of the environmental management group, the following actions should be taken by UNEP in pursuance of the above-mentioned mandate from the General Assembly at its nineteenth special session:

(a) UNEP's substantive support to global and regional conventions should be founded on its capacities for information, monitoring and assessment, which need to be strengthened substantially and urgently for this purpose. UNEP should build its capacity and its networks of support in order to ensure the scientific underpinning of conventions, to respond to their

requests for specialized analysis and technological assessments, and to facilitate their implementation;

(b) The Executive Director of UNEP should continue to sponsor joint meetings of heads of secretariats of global and regional conventions, and should use this forum to recommend actions to ensure that the work programmes established by the conferences of parties to the conventions, together with substantive support offered by UNEP, are complementary, fill gaps and take advantage of synergy, and avoid overlap and duplication. These meetings also should explore ways of fulfilling common substantive and administrative needs. Recommendations from these meetings should be presented to the conferences of parties by the respective secretariats;

(c) The Governing Council of UNEP should invite its President to consult the presidents of conferences of parties to selected conventions on arrangements for periodic meetings between representatives of those conventions in order to address cross-cutting issues arising from the work programmes of these bodies and policy approaches being followed by them. The Executive Director of UNEP and the heads of the respective convention secretariats would organize and participate in these meetings. The conclusions of these meetings would be brought to the attention of UNEP's Governing Council and the respective conferences of parties by the respective secretariats;

(d) Concerned about the operational inefficiencies and costs arising from the geographical dispersal of convention secretariats, the Task Force recommends that the Secretary-General, through the Executive Director of UNEP, invite Governments and Conferences of Parties to consider the implications of this trend and ways to overcome the resulting problems. Every effort should be made to co-locate new conventions with other conventions in the same functional cluster (for example, biological resources, chemicals/waste, marine pollution) and with institutions with which they have a particular affinity. With respect to existing conventions, approaches should include promoting cooperation among the secretariats within each cluster with a view to their eventual co-location and possible fusion into a single secretariat, and, in the longer term, should include the negotiation of umbrella conventions covering each cluster

C. UNEP, Habitat and the United Nations at Nairobi

32. It was recognized at the time of the Stockholm Conference that environment and human settlements issues are closely related. In consequence, the Vancouver Conference decided to locate Habitat alongside UNEP at Nairobi. Subsequent events have strengthened this relationship, and the worldwide trend towards urbanization seems certain to forge even closer links. Yet cooperation between UNEP and Habitat is still limited.

33. The Task Force discussed the Nairobi location of the United Nations, and agreed that there is an urgent need to strengthen it. Nairobi is the only location of a major United Nations office in the developing world (the other major offices, in addition to United Nations Headquarters in New York, are the United Nations Offices at Geneva and Vienna). The United Nations Office at Nairobi should have arrangements in keeping with its status. There are several requirements for achieving this goal in addition to the already mentioned need for closer coordination between UNEP and Habitat. They include better communications capabilities, improved physical security, an enhanced United Nations presence at Nairobi and adequate access to the regular budget of the United Nations with respect to administrative costs. The Task Force:

(a) Commends the Government of Kenya for the efforts already taken to improve communication between the Nairobi location and the rest of the world, but urges the Executive Director to work together with the Government to enhance and strengthen communications capabilities by allowing unrestricted access to the Mercure satellite at a reasonable cost;

(b) Is aware of the socio-economic problems of the region and the difficulty of ensuring physical security for United Nations staff and related personnel, yet recognizes that lack of security makes it difficult for UNEP and Habitat to attract and retain the highly qualified staff that they must have to succeed in their missions;

Recommendation 3

The Task Force recommends that the Secretary-General, through the Director General of the United Nations Office at Nairobi, request the Government of Kenya to address further the problem of physical security

Recommendation 4

The Task Force recommends that other United Nations agencies, funds, and programmes be stimulated to establish or expand activities at Nairobi so as to transform the United Nations compound at Nairobi into a fully active United Nations Office

(c) Notes that UNEP and Habitat are the only United Nations entities with global responsibilities that have their headquarters in a developing country, reflecting the commitment of the international community to strengthen capacity in developing nations to address the issues of environment and human settlements. Currently, these organizations conduct their work under difficult financial conditions;

Recommendation 5

The Task Force recommends that the United Nations Office at Nairobi, which provides common services to UNEP and Habitat, be strengthened and be provided, as an exceptional measure, with sufficient resources from the regular budget to fulfil its tasks, and that the United Nations consider the possibility of relieving UNEP and Habitat from paying rent

(d) Believes that the Secretary-General acted wisely when he designated one individual to head UNEP, Habitat and the United Nations Office at Nairobi;

Recommendation 6

The Task Force recommends that UNEP, Habitat and the United Nations Office at Nairobi continue in the future to be directed by one person

(e) Sees the measures suggested above as important ingredients in a process that would enhance confidence in UNEP and Habitat, facilitating the attainment of a broader, more stable and predictable financial basis for the two organizations.

34. There are a number of ways in which UNEP and Habitat can benefit from their co-location. Among them are common administrative functions, common support institutions, common programme activities and the possibility of co-located regional offices.

Recommendation 7

The Task Force recommends that the Executive Director of UNEP and Executive Director

of Habitat:

(a) Utilize the United Nations Office at Nairobi to unify the administration of the two organizations to the fullest extent feasible;

(b) Make full use of the synergistic co-location of the two organizations by establishing common institutions for:

(i) Information and databases and the clearing house function;

(ii) Press and information services;

(iii) Library and other forms of support;

(c) Ensure that the planning and implementation of the programmes of the two organizations are tightly linked through monitoring, assessment, and information and joint working parties on such overlapping issues as environmental health and the sustainability of cities. This should in no way compromise the distinctive nature of UNEP and Habitat but should be complementary;

(d) Assess the possibility of co-locating the regional offices of the two organizations

35. The Task Force is concerned that UNEP and Habitat must have adequate human and financial resources if they are to fulfil the mandates of the Nairobi Declaration and decisions of the Governing Council and the General Assembly. Accordingly, the Task Force agrees with and underlines the decision made at the May 1998 special session of the UNEP Governing Council that there is an urgent need for stable and predictable funding.

Recommendation 8

The Task Force recommends that the Executive Director of UNEP and Executive Director of Habitat develop a financial strategy, in close cooperation with the Committee of Permanent Representatives at Nairobi, and report on it at the next meetings of the UNEP Governing Council and the Commission on Human Settlements. The financial strategy should address such matters as policies concerning secondment, including geographical balance; conditions for accepting in-kind contributions; the role of counterpart contributions in implementing the programmes of UNEP and Habitat; and the possibility of obtaining funds from foundations and other private sources

D. Information, monitoring, assessment and early warning

36. Pursuant to the action plan that was adopted at the Stockholm Conference, UNEP developed during the 1970s the Earthwatch system for assessing the condition of the global environment. Chapters 38 and 40 of Agenda 21 called on UNEP to strengthen Earthwatch, especially in the areas of urban air, freshwater, land resources (including forests and rangelands), desertification, other habitats, soil degradation, biodiversity, the high seas and the upper atmosphere, and to make the resulting information more available for decision-making.

37. UNEP was named as task manager for Earthwatch by IACSD. The mission of Earthwatch, as agreed in 1994 by the inter-agency Earthwatch Working Party, is to coordinate, harmonize and integrate observing, assessment and reporting activities across the United Nations system in order to provide environmental and appropriate socio-economic information for national and international decision-making on sustainable development, and for early warning of emerging problems requiring international actions. This should include timely information on the pressures on, status of and trends in key global resources, variables and processes in both natural and human systems, and on the response to problems in these areas.

38. The Earthwatch system seeks to fulfil this mandate by integrating data and analyses from a variety of scientifically proven sources. These include, among others, the Global Environmental Monitoring System (GEMS), the Global Resource Information Database (GRID), and three Global Observing Systems (the Global Climate Observing System, the Global Oceans Observing System and the Global Terrestrial Observing System). Earthwatch uses up-to-date communications technologies to maintain an excellent site on the World Wide Web. However, the Earthwatch system and its capabilities are largely unknown to the large universe of decision makers and environmentally concerned members of the public who could benefit from it. Moreover, there are gaps and deficiencies in the underlying systems of data collection and analysis, and in the methods by which data and analysis are translated into information that is understandable to non-experts. UNEP's depleted staff in the area of monitoring and assessment lacks the ability to identify and correct these flaws.

39. Human settlement conditions are monitored and assessed by Habitat, which also collects, collates and publishes statistics on human settlements conditions and trends. A new monitoring and assessment framework for the

implementation of the Habitat Agenda will involve inputs from partners in Government and other elements of society.

Recommendation 9

The Task Force recommends that UNEP and Habitat:

(a) **As a matter of high priority, develop their capacity in the field of information-monitoring and assessment in order to serve as an “environmental guardian,” mobilizing the necessary resources from Governments, foundations, and international bodies;**

(b) **Carry out a short-term review to determine the steps needed to transform Earthwatch into an effective, accessible, well-advertised, science-based system that meets the needs of environmental and human settlements decision makers and the informed public, and employs expert analysis and user feedback to correct deficiencies and update itself to meet changing needs;**

(c) **Take the actions, in intensive networking cooperation with national and international partner institutions, including non-governmental organizations and other major groups, that are needed to transform Earthwatch and sustain it as a fully effective system of information, monitoring and assessment;**

(d) **Continue to elaborate problem-, action-, and result-oriented indicators for sustainable development in the field of environment and human settlements;**

(e) **Strengthen and further develop their capacity to serve as a clearing house for collecting and disseminating information and data relevant to the condition of the environment and human settlements, including information from and to non-governmental organizations and other grass-roots sources.**

40. The Earthwatch system should be designed, *inter alia*, to alert the world to emerging environmental problems and threats. Information about such problems should be communicated in understandable terms to relevant decision makers, the media and the informed public. Earthwatch also can contribute importantly to such syntheses as UNEP's *GEO* series and Habitat's periodic *Global Report on Human Settlements*.

41. Monitoring and assessment are closely linked to early warning of possible environmental emergencies through the prediction of extreme events or unusual environmental conditions. This kind of warning is extremely valuable for environmental and economic decision makers; for example, advance warning of drought conditions can enable farmers to plant drought-resistant crops. It may be possible to identify, on a long-term basis, potential “hot spots” or areas that are likely to be subject to rates of change that exceed the limits of sustainability and thus pose threats to regional or global security.

Recommendation 10

The Task Force recommends that UNEP and Habitat design and maintain the system of information, monitoring and assessment so as to maximize its ability to provide early warning of possible environmental and human settlements emergencies. It further recommends that UNEP consider establishing a capability to identify potential environmental and environment-related conflicts and provide information and analysis to guide the development of preventive measures, for example by the negotiation of joint actions

E. Intergovernmental forums

42. The United Nations is an intergovernmental organization. Organs and agencies of the United Nations can perform their functions efficiently only if they receive clear guidance from Member States. This is true in the field of environment and human settlements, as in all others. There is a need for intergovernmental forums to give that guidance.

43. There is a lack of coherent guidance at this level. Specialized agencies, for example, are responsible only to their governing bodies. In the environmental field, some specialized agencies have sectoral missions that correspond to specific elements within national Governments; hence, the agendas of those agencies may reflect very different priorities.

44. The only entities that can give consistent guidance to these different bodies are national Governments. In view of the important role that is played in the field of environment and human settlements by international institutions not under the authority of the Secretary-General, coordination cannot be fully effective unless Governments themselves give coordinated guidance. In short, coordination at the international level should begin at home.

Recommendation 11

The Task Force recommends that Governments make additional efforts to achieve consistency of national positions in different intergovernmental forums. The environmental management group should assist Governments in achieving such coherence by providing coordinated overviews of activities, plans and policy approaches in the United Nations system as a whole

Recommendation 12

The Task Force recommends that UNEP regional offices assist Governments in each region in their discussion of the global agenda, in defining priorities reflecting the particular needs of each region, and in promoting those regional priorities in the global agenda. In the implementation of regional priorities, UNEP should involve specialized agencies and other institutions concerned with environment and human settlements, as well as those that can provide financing

45. Current intergovernmental forums are inadequate to give the kind of guidance that is needed in the environmental field. Those forums, consisting primarily of the UNEP Governing Council, the Commission on Sustainable Development, and meetings of the conferences of parties of leading conventions, are scattered as to time and place. They are attended by different constellations of ministers. They differ in their outcomes: some are decision-making bodies, whereas others serve primarily as forums for policy debates, consensus-building, review of United Nations activities and plans, and exchanges with major groups. Ministers have expressed dissatisfaction because attendance at so many meetings is time-consuming for them. Moreover, the scattering of different meetings on different subjects makes it hard for participants to get the "big picture" perspective that is important for setting global priorities.

46. In addition, the traditional United Nations format for intergovernmental meetings does not fully meet the need for high-level consideration of environmental issues. The traditional United Nations format has featured formal discussion leading to agreement on the exact wording of a text. That format is ill-suited to many of the purposes that intergovernmental meetings on environment and human settlements should fulfil. Those purposes require a format that allows for actual debate and fewer statements, more in-depth discussions, more interaction with major groups and structured efforts to produce innovative strategies that can meet tomorrow's challenges.

47. The Task Force affirms that the Commission on Sustainable Development and the Governing Council of UNEP have necessary and distinctive roles. The Commission on Sustainable Development provides a forum for high-level debate, including ministerial debate, that bridges and relates environmental, developmental, and socio-economic elements. The UNEP Governing Council is and should remain the primary forum within which Ministers and senior officials of Governments can review the environmental performance of the United Nations system as a whole and define priorities for new action.

Recommendation 13

The Task Force recommends:

(a) That there be an established annual, ministerial-level, global environmental forum in which environment ministers can gather to review and revise the environmental agenda of the United Nations in the context of sustainable development; oversee and evaluate the implementation of that agenda; discuss key issues in depth; identify challenges requiring international environmental cooperation and develop plans of action for meeting them; review the role of UNEP in relation to GEF; and engage in a variety of discussions with their peers, with representatives of international institutions and with major groups. In the years when it meets, the UNEP Governing Council should be that intergovernmental forum. In alternate years, the forum should be a special session of the UNEP Governing Council, which would focus on issues of high priority. The venue of these special sessions should move from region to region, and regional issues should feature prominently on their agenda;

(b) That the agenda of each session of the Governing Council be a lively one, designed to foster debates on topical issues and to attract media attention. Each session should cover topics of global importance, and in the case of meetings held in the regions, should cover issues of special significance to the region where the meeting is held. Each session should be structured so as to provide input to that year's Commission on Sustainable Development meetings. A major item on the agenda of each session should be to review, from a cross-cutting perspective, progress made under the various environmental conventions;

(c) That the membership of the UNEP Governing Council be made universal. This recommendation would not apply for the Commission on Human Settlements because it is a subsidiary body of ECOSOC

48. The regular and special sessions of the Governing Council should receive reports from the Executive Director of UNEP on the work of the environmental management group in promoting linkages among components of the United Nations system. The joint meetings of representatives of the conferences of parties of selected conventions that was recommended previously might be held "back to back" with sessions of the Governing Council.

49. There is a need for stronger links between environmental and human settlements at the intergovernmental as well as the inter-agency levels. It would not be appropriate to merge the UNEP Governing Council with the Commission on Human Settlements, because those bodies have distinctive characters and partially different substantive agendas, and because they typically involve two distinct sets of ministers, those responsible for the environment and those responsible for housing, and it is unlikely that many Governments would send two ministers to the same meeting. However, the agendas of the two bodies should be cross-linked and designed to complement one another. Environmental matters should be standing items on the agenda of the Commission on Human Settlements, and human settlements-related issues should occupy a similar place on the agenda of the Governing Council. To the extent feasible, the Nairobi meetings of the two bodies should overlap.

Recommendation 14

The Task Force recommends that continuing international liaison on matters relating to the programme, budget and operations of UNEP and Habitat be undertaken at Nairobi by the Committees of Permanent Representatives and High-Level Officials convened by the Executive Director on behalf of their Chairmen. In the light of the changes recommended in the present report, the Governing Council of UNEP should consider the future role of the High-Level Committee of Ministers and Officials

50. The special identity and distinctive character of Habitat should be retained, bearing in mind its mandate in General Assembly resolution 32/162 of 19 December 1977, as clarified and developed in the Habitat Agenda. A particularly important consideration for the Task Force is that Habitat has

been designated as a focal point for the implementation of the Habitat Agenda, and that the Commission on Human Settlements has a central role in monitoring its implementation.

51. Habitat has a large, demand-driven technical cooperation programme with a clear development agenda. The financial support for that programme comes solely from earmarked sources. The financial basis of Habitat has been seriously eroded in recent years, particularly in regard to core funds, which are crucial for its normative activities. If Habitat is to fulfil its role in promoting the implementation of Habitat Agenda, it is imperative that its normative functions be strengthened substantially. This will require a stronger financial base, especially with regard to core funding. In addition, existing overlaps between the technical cooperation programmes and the activities of other parts of Habitat should be eliminated.

Recommendation 15

The Task Force recommends:

(a) That the Executive Director of Habitat consider ways of building capacity to facilitate the implementation of the Habitat Agenda, particularly by strengthening the normative core activities of Habitat and developing it into a centre of excellence for urban development, and ways to obtain the necessary financial resources;

(b) That the Commission on Human Settlements devote particular attention to its role in monitoring the implementation of the Habitat Agenda, and take steps to prepare for the five-year review of the implementation of the Habitat Agenda, which will occur in 2001

52. The Task Force attaches the greatest significance to the effective use of GEF resources.

Recommendation 16

The Task Force recommends that, consistent with the GEF instrument, UNEP's role in providing environmental advocacy, analysis and advice in shaping GEF priorities and programmes should be strengthened, building on UNEP's current responsibility for ensuring the scientific underpinning of GEF activities. UNEP should act as catalyst and advocate for new directions, and should take the lead among the three GEF implementing agencies in providing environmental advice. This role is consistent with UNEP's status

as the lead agency in the United Nations system for identifying large-scale environmental threats and proposing remedial measures

Recommendation 17

The Task Force recommends that there be increased collaboration among the three GEF implementing agencies, in accordance with relevant GEF decisions

F. Involvement of major groups

53. Global trends imply a growing role for elements outside government in actions and decisions affecting the environment and human settlements, including activities and decisions of the United Nations system. Agenda 21 recognized this reality in its description in chapters 24 to 32 of the roles of “major groups,” including women, youth, indigenous people, non-governmental organizations, local authorities, trade unions, business and industry, the scientific and technological community, and farmers. Governments and international bodies need the wisdom, experience, knowledge and resources of these groups if they are going to make environmental and human settlements decisions, in the context of sustainable development, that are scientifically based, economically sound, suited to local conditions and in accord with the desires of ordinary people.

54. The Stockholm Conference on the Human Environment and the accompanying Non-Governmental Organization Forum marked a breakthrough in the way that major groups related to and sought to influence an intergovernmental decision-making process. UNCED was another watershed event, attended by representatives of some 8,000 non-governmental organizations from more than 160 countries. The Habitat II Conference in 1996 was attended by some 20,000 people and representatives of more than 500 local authorities. It featured the following innovative mechanisms for involving major groups from the beginning of the preparatory process:

(a) All Governments were invited to create national Habitat II committees involving a wide spectrum of society;

(b) The drafting group that prepared the Habitat Agenda included representatives of local authorities and non-governmental organizations;

(c) The Conference itself featured a “partners’ committee” (Committee II), in which representatives of civil society were officially invited to assemble in their own forum

and present their views to the representatives of Governments;

(d) United Nations officials joined with representatives of civil society in making possible a set of “Dialogues for the twenty-first century,” which explored in details key issues concerning the future of cities, including water and energy;

(e) Statements produced in the dialogue sessions, together with the Chairperson’s summaries of the discussions in Committee II, were included in the official record of Habitat II.

55. The Commission on Sustainable Development also has been a leader in its relations with major groups. Commission on Sustainable Development meetings are attended by representatives of a wide variety of interests. Non-governmental organization participation is facilitated by a broad-based Non-Governmental Organization Steering Committee. New participants are welcomed, and the Commission on Sustainable Development secretariat prepares guidelines on a regular basis to help them participate and contribute. The practice at Commission on Sustainable Development meetings has been that representatives of major groups are allowed to speak virtually on an equal basis with representatives of Governments. The sixth session of the Commission on Sustainable Development, in 1998 featured an innovative industry segment that included participants from various major groups. Additional “economic sector” segments are planned for future Commission on Sustainable Development meetings.

56. The extensive involvement of major groups at Habitat II and in the work of the Commission on Sustainable Development has enlivened and enriched deliberations that are important to the world’s future. Further steps are needed to ensure that this kind of involvement is the rule in the United Nations. They should begin with the Commission on Human Settlements and the UNEP Governing Council.

Recommendation 18

The Task Force recommends:

(a) That the Commission on Human Settlements consider establishing a special status for representatives of local authorities;

(b) That future sessions of the UNEP Governing Council and of the Commission on Human Settlements be preceded by or overlap with substantial, structured meetings of major groups, covering the same substantive agenda topics that are to be covered at the intergovernmental meetings. Representatives of the major groups

should be given an opportunity to discuss the findings of these meetings in a round-table meeting with ministers, and should report this to the Governing Council and the Commission, which should record their responses;

(c) The practices of the Governing Council and the Commission on Human Settlements should be reformed, as an initial step, to come up to the standard of the Commission on Sustainable Development with respect to the involvement of major groups, and the Governing Council and Commission secretariats should take steps (for example, the preparation of guidelines) to facilitate their participation. All other United Nations agencies involved with environment and human settlements should re-examine their rules and practices with the aim of encouraging and facilitating participation by major groups to the fullest extent practicable, consistent with the principle that the final decisions must rest with representatives of Governments. The Task Force further recommends that the Secretary-General issue general guidelines on these matters, and urges all United Nations agencies to conform with them

57. It is apparent, in view of global trends and the need for cleaner methods of production, that environment and human settlements policy must be more integrated with economic decision making. This means that there must be a well balanced and effective continuing dialogue with business, industry, and other economic interests.

Recommendation 19

The Task Force recommends that UNEP and Habitat examine, together with representatives of business, industry and other economic interests, ways of involving that community constructively in their deliberations

58. Non-governmental organizations commonly must obtain consultative status with the Economic and Social Council in order to gain access to intergovernmental meetings and other United Nations processes. Consultative status is not often denied; however, it currently takes about a year to obtain accreditation.

Recommendation 20

The Task Force recommends that the Economic and Social Council accreditation process, and those of other United Nations entities concerned with environment and human

settlements, be speeded up to the fullest extent possible

59. Non-governmental organizations from developing countries commonly have fewer resources and less capacity than those from industrialized nations. UNEP and Habitat should take actions to help them build their capacity for constructive participation.

Recommendation 21

The Task Force recommends:

(a) That UNEP, Habitat and UNDP systematically identify, in consultation with non-governmental organizations and non-governmental organization leaders, the needs of southern non-governmental organizations for capacity- building, and act to meet those needs, both directly and by mobilizing funds from other donors. In so doing, they should keep in mind the importance of networking among non-governmental organizations, especially via electronic communications, and should help southern non-governmental organizations to build their capacity in that area;

(b) That UNEP and Habitat establish a specialized unit to provide concerned non-governmental organizations with necessary and updated information, and together with UNDP, assist them technically and financially to carry out their work effectively at national, regional and global levels. They should also establish mechanisms to ensure that the expertise and contributions of non-governmental organizations can be utilized by UNEP and Habitat;

(c) That non-governmental organizations be encouraged to strengthen their capacities to contribute effectively to the activities of UNEP and Habitat, including improving collaboration and networking among themselves and establishing focal points to liaise with UNEP and Habitat at global and regional levels

60. Major groups from developing countries often find it difficult to attend international negotiations and meetings even when they have a right to do so, because of lack of funds for travel and subsistence.

Recommendation 22

The Task Force recommends that to the fullest extent possible, the United Nations agencies

involved in environment and human settlements take steps to enable major groups from these countries to participate meaningfully in their activities, both through capacity- building to make possible meaningful participation in negotiations and meetings, and through establishment of funds to which Governments and others are encouraged to contribute

Recommendation 23

The Task Force recommends that UNEP and Habitat strengthen their system for receiving and responding to information from non-governmental organizations on environmental and human settlements problems, especially emerging problems. In this regard, UNEP and Habitat should encourage non-governmental organizations to provide information on new problems that might arise, for example, from the introduction of new technologies or new production activities or changes in economic or social policies

G. Possible role of a reconstituted United Nations Trusteeship Council

61. In paragraphs 84 and 85 of his report on United Nations reform (A/51/950), the Secretary-General recommended to the international community a new concept of trusteeship, and proposed that the United Nations Trusteeship Council be reconstituted as the forum through which Member States exercise their collective trusteeship for the integrity of the global environment and common areas, such as the oceans, atmosphere and outer space, as well as linking the United Nations and civil society in addressing these areas of global concern. In a subsequent note to the General Assembly (A/52/849), the Secretary-General recalled this proposal and noted that it has become increasingly evident that issues relating to the integrity of the global environment and common areas have a direct bearing on the future of mankind, and that those issues need to be understood and addressed in a strategic and long-term perspective. The Secretary-General also suggested that the Task Force should elaborate further on his proposals.

62. In reviewing the proposals of the Secretary-General, the Task Force was cognizant of the note of the Secretary-General to the General Assembly (A/52/850) concerning a Millennium Assembly and Millennium Forum. That note proposed that the fifty-fifth session of the General Assembly be designated as the "Millennium Assembly" and include a high-level

segment to be called the "Millennium Summit". The Summit would be asked to provide guidance to the United Nations for meeting the challenges of the new century, including such matters as the nature and fundamental goals of the United Nations and the way it should relate to and interact with the growing number of international institutions, an increasingly robust global civil society, and ever more integrated global markets and systems of production. The Secretary-General's note also proposed that non-governmental organizations and other civil society actors organize a Millennium Forum to be held in conjunction with the Assembly.

63. In the same note to the General Assembly, the Secretary-General announced that in order to facilitate focused discussions and concrete decisions, he would prepare a report on the theme of the Millennium Assembly, entitled "The United Nations in the twenty-first century." The report would draw on a series of informal events involving Member States and other actors to be held in regional centres around the world; on events of a more specialized nature in the United Nations; and on the results of consultations currently taking place within ACC.

64. The Task Force also recalled the decision of the UNEP Governing Council at its recent fifth special session on the revitalization, reform and strengthening of UNEP. In that decision, the Governing Council, *inter alia*, decided to review at its next regular session the status of the ongoing reform of UNEP and to provide the Millennium Assembly with its conclusions concerning institutional arrangements within the United Nations system for dealing with the environmental challenges of the next century and the role of UNEP in that context. The Task Force believes that these conclusions will provide an important environmental perspective for the Millennium Assembly and will enhance the preparatory process.

Recommendation 24

The Task Force recommends:

(a) That the Executive Director of UNEP, in preparing for the next regular session of the UNEP Governing Council, undertake wide-ranging consultations concerning institutional arrangements for dealing with the environmental challenges of the next century;

(b) That these consultations include Government representatives, non-governmental organizations, and other representatives of civil society and the private sector, and culminate in a two-day environment forum to be held immediately before and in conjunction with the next session of

the Governing Council. The forum should suggest to both the Governing Council and the Millennium Assembly and Forum forward-looking proposals for the protection of the global environment, including the possible future role of the Trusteeship Council;

(c) That the Commission on Human Settlements provide forward-looking perspectives on human settlements issues as part of this process. These perspectives would also contribute to the preparations for the five-year review of the Habitat Agenda to be undertaken in 2001

Appendix I

Membership of the Task Force

Task Force members

Klaus **Toepfer** (Chair)
Executive Director
United Nations Environment Programme

Maria Julia **Alsogaray**, Minister of Natural Resources and Sustainable Development of Argentina

Christina **Amoako-Nuama**, Minister of Education of Ghana

John **Ashe**, Ambassador/Deputy Permanent Representative of Antigua and Barbuda to the United Nations

Julia **Carabias Lillo**, Minister of Natural Resources and Fisheries of Mexico

Nitin **Desai**, Under-Secretary-General, Department for Economic and Social Affairs of the United Nations Secretariat

Lars-Goran **Engfeldt**, Permanent Representative of Sweden to UNEP and Habitat

Guro **Fjellanger**, Minister of Environment of Norway

Jean-Pierre **Halbwachs**, Assistant Secretary-General/Controller, United Nations Office of Programme Planning, Budget and Accounts

Sir Martin **Holdgate**, United Kingdom of Great Britain and Northern Ireland

Martin **Khor**, Director, Third World Network, Malaysia

Ashok **Khosla**, Development alternatives, India

Tommy **Koh**, Ambassador-At-Large, Ministry of Foreign Affairs, Singapore

Julia Marton **LeFevre**, LEAD International, Inc., New York

James Gustave **Speth**, Administrator, United Nations Development Programme

Maurice **Strong** (ex officio), Special Adviser to the Secretary-General

Mostafa K. **Tolba**, President, International Centre for Environment and Development, Cairo

Joseph **Tomusange**, High Commissioner of the Republic of Uganda to India

Makarim **Wibisono**, Permanent Representative of Indonesia to the United Nations

Timothy E. **Wirth**, President, United Nations Foundation

Michael **Zammit Cutajar**, Executive Secretary, Secretariat of the United Nations Framework Convention on Climate Change

Advisers to the Task Force

Eileen **Claussen**

Peter **Thacher**

Secretariat to the Task Force

Per **Bakken**

Donald **Kaniaru**

Donatus **Okpala**

Lesly **Puyol**

Thomas **Stoel**

Appendix II

Terms of reference of the Task Force

The terms of reference of the United Nations Task Force on Environment and Human Settlements are:

(a) To review existing structures and arrangements through which environment and environment-related activities are carried out within the United Nations, with particular reference to departments, funds and programmes that report to the Secretary-General but also taking into account the relevant programmes and activities of the specialized agencies;

(b) In this respect, to focus particularly on the distinctive functions of policy, development of norms and standards, programme development and implementation, and financing, as well as relationships among those functions;

(c) To evaluate the efficacy and effectiveness of existing structures and arrangements, and make recommendations for such changes and improvements as will optimize the work and effectiveness of United Nations environmental work at the global level and of UNEP as the leading environmental organization or “authority”, as well as the role of UNEP as the principal source of environmental input into the work of the Commission on Sustainable Development;

(d) To prepare proposals for consideration by the Secretary-General and subsequent submission to the General Assembly on reforming and strengthening United Nations activities in the area of environment and human settlements.

UNITED NATIONS



NATIONS UNIES

Secretary-General's High-level Panel on UN System-wide Coherence
in the Areas of Development, Humanitarian Assistance, and the Environment

**Basic Information
on
Secretariats of
Multilateral Environmental Agreements**

**Mission, Structure, Financing
and Governance**

Basic Information on Secretariats of Multilateral Environmental Agreements

Introduction

The information presented in this document has been prepared on the initiative of the Panel Secretariat in order to provide Panel Members with basic information on the Secretariats of a selected number of Multilateral Environmental Agreements (MEAs), in terms of their mission, structure, funding and governance.

The fact sheets have been prepared on the basis of information provided by individual MEA Secretariats in response to a series of questions provided by the Panel Secretariat, in a template format.

This document is intended to provide 'snap-shots' information on the different MEA Secretariats.

In view of the tight framework of a template, various Secretariats offered supplementary information, thereby qualifying aspects of their submissions. As far as possible, the Panel Secretariat has attempted to allow for most of this additional information within this document.

Contents

1. Convention on Biological Diversity (CBD)
2. Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES)
3. Convention on the Conservation of Migratory Species of Wild Animals (CMS)
4. Convention on Wetlands of International Importance especially as Waterfowl Habitat (Ramsar)
5. United Nations Convention to Combat Desertification in Those Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa (UNCCD)
6. United Nations Framework Convention on Climate Change (UNCCC)
7. Vienna Convention for the Protection of the Ozone Layer (Ozone)
8. Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and their Disposal (Basel)
9. Rotterdam Convention on the Prior Informed Consent Procedure for Certain Hazardous Chemicals and Pesticides in International Trade (Rotterdam)
10. Stockholm Convention On Persistent Organic Pollutants (Stockholm)
11. World Heritage Convention
12. United Nations Convention on the Law of the Sea (UNCLOS)
13. Agreement for the Implementation of the Provisions of the United Nations Convention on the Law of the Sea (UNCLOS) relating to the Conservation and Management of Straddling Fish Stocks and Highly Migratory Fish Stocks (UNFSA)
14. Convention on the Prevention of Marine Pollution by Dumping of Wastes and Other Matter (London Convention) *Pending*
15. Cartagena Convention for the Protection and Development of the Marine Environment of the Wider Caribbean Region (Cartagena)
16. Convention for the Protection of the Mediterranean Sea Against Pollution (Barcelona Convention)
17. Convention on the Conservation of Antarctic Marine Living Resources (CCAMLR)
18. Convention on Long-range Transboundary Air Pollution (ECE-LRTAP)
19. Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters (ECE-Aarhus)
20. Environmental Impact Assessment in a Transboundary Context (ECE-EIA)
21. Convention on the Transboundary Effects of Industrial Accidents (ECE-TEAI)
22. Convention on the Protection and Use of Transboundary Watercourses and International Lakes (ECE-Water)

Convention Secretariat: *Convention on Biological Diversity*

FACT SHEET

Convention/Protocols/Agreements serviced (including date(s) of adoption and entry into force):

1. *Convention on Biological Diversity*: adopted 22 May 1992/entered into force 29 December 1993
2. *Cartagena Protocol on Biosafety*: adopted 29 January 2000/entered into force 11 September 2003

Mission

The objectives of the Convention are the conservation of biological diversity, the sustainable use of its components and the fair and equitable sharing of benefits arising out of the utilization of genetic resources. The objective of the Protocol is to contribute to ensuring an adequate level of protection in the field of the safe transfer, handling and use of living modified organisms resulting from modern biotechnology that may have adverse effects on the conservation and sustainable use of biological diversity, taking also into account risks to human health, and specifically focusing on transboundary movements. Article 24 of the Convention establishes the Secretariat whose principal functions are to prepare for, and service, meetings of the Conference of the Parties, the Conference of the Parties serving as the meeting of the Parties to the Protocol, and subsidiary bodies of the Convention and the Protocol, and to coordinate with other relevant international bodies.

Main functions	Nature of work
1. Provision of administrative support to Convention and Protocol bodies	Operational
2. Organization of meetings under the Convention and the Protocol	Operational
3. Preparation of background documents for meetings	Analytical
4. Provision of technical support to Parties in the development of administrative and policy measures and legislation	Operational/analytical
5. Coordinates the work carried out under the Convention and the Protocol with that of other relevant international organizations and processes	Operational/analytical

Governance structure

Nature of institutional link to the United Nations: *UNEP carries out secretariat functions in accordance with Article 24 of the Convention and decision I/4 of the Conference of the Parties*

Nature of administrative link to the United Nations: *Administrative arrangements between UNEP and the Secretariat were adopted by the Conference of the Parties in 1998 (COP decision IV/17). UNEP and the Secretariat apply existing UN administrative and financial policies, rules, regulations and procedures.*

Governing Body:

Name of Body	<i>Conference of the Parties (COP)</i>
Number of Parties:	<i>188</i>
Composition of membership (which ministries):	<i>Primarily line ministries</i>
Periodicity/frequency of meetings:	<i>Ordinary meetings every two years.</i>

Name of Body	<i>Conference of the Parties to the Convention serving as the meeting of the Parties to the Protocol (COP-MOP)</i>
Number of Parties:	<i>132 (as on 24 April 2006)</i>
Composition of membership	<i>Primarily line ministries</i>
Periodicity/frequency of meetings:	<i>Ordinary meetings every two years.</i>

Subsidiary bodies (including technical bodies): 6

- Total number of meetings per year: 5-6

Total number of Convention, Protocol(s), Agreement(s) and Subsidiary bodies meeting days per year: 25-45 (depending on the year)

Reporting

Number of national reports required of Parties per year: *1 national report every four years/1 thematic report every year*

Offices

Secretariat location: *Montreal, Canada*

Regional/Sub-regional/National presence (type and location): *None*

Staff (including secondments)

- Total: 76
- 55% professional and 45% general service
- Average number of consultant days per year: 270

Budgetary resources

Core resources:

- US\$ 25,461,500 (2005-2006)
- 76% of total budget
- *NIL%* of core coming from UN regular budget

Supplementary (non-core/extra-budgetary):

- US\$ 8,231,963 (2005-2006)
- 24% of total budget
- 100% raised through earmarked trust funds

Sources of funds:

- 99.7% Government
- 0.3% Foundation/NGO/private sector

32% of total resources spent on conference arrangements for sessions (including staff travel) of the Convention/Protocol/subsidiary bodies

68% of total resources on normative/analytical activities

0% of total resources spent at the regional level on operational/implementation activities (*N/A%* of that spent on staff/consultants costs)

0% of total resources spent at the country-level on operational/implementation activities (*N/A%* of that spent on staff/consultants costs)

Programme

Programming/budgetary cycles (timing and duration): *Biennial (January-December)*

Main financial mechanism: *Global Environment Facility*

Mechanisms for country-level implementation: *Through Governments*

Coordination mechanisms

Major collaborative mechanisms/activities: Title	Role
<i>Joint Liaison Group of the Rio Conventions: UN Framework Convention on Climate Change, Convention on Biological Diversity & UN Convention to Combat Desertification</i>	<i>Member</i>
<i>UN-Oceans</i>	<i>Member / Leader Task Force on Marine Biodiversity beyond national jurisdiction</i>
<i>Collaborative Partnership on Forests</i>	<i>Member</i>
<i>Joint Work Plan with the Ramsar Convention on Wetlands</i>	<i>Member</i>
<i>Joint Work Programmes with the Convention on Migratory Species</i>	<i>Member</i>
<i>The WTO Committee on Trade and Environment</i>	<i>Observer</i>
<i>Memoranda of Cooperation with relevant international, regional and national organizations</i>	
<i>UN Environment Management Group</i>	<i>Member</i>

Convention Secretariat: *Convention on International Trade in Endangered Species of Wild Fauna and Flora*

FACT SHEET

Convention/Protocols/Agreements serviced (including date(s) of adoption and entry into force):

Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES): adopted 3 March 1973/entered into force 1 July 1975

Mission

To ensure that no species of wild fauna or flora becomes or remains subject to unsustainable exploitation because of international trade

Main functions	Nature of work
<i>Arrange for and service meetings of the Parties</i>	<i>Operational & normative/analytical</i>
<i>Perform functions under Articles XV and XVI (on amendments to the Appendices)</i>	<i>Operational & normative/analytical</i>
<i>Undertake scientific and technical studies</i>	<i>Normative/analytical</i>
<i>Study reports of Parties and request further information if necessary</i>	<i>Normative/analytical</i>
<i>Invite Parties' attention to matters pertaining to the aims of the Convention</i>	<i>Normative/analytical</i>
<i>Publish periodically updated Appendices and species identification information</i>	<i>Operational & normative/analytical</i>
<i>Prepare annual reports and such other reports requested by Parties</i>	<i>Operational & normative/analytical</i>
<i>Make recommendations for implementation of the Convention</i>	<i>Normative/analytical</i>
<i>Any other function entrusted by the Parties</i>	<i>Operational & normative/analytical</i>

Governance structure

Nature of institutional link to the United Nations: *Administered by UNEP*

Nature of administrative link to the United Nations: *Follows UN administrative and financial rules and regulations*

Governing Body:

Name of Body	<i>Conference of the Parties</i>
Number of Parties:	<i>169</i>
Composition of membership(which ministries):	<i>Primarily line ministries</i>
Periodicity/frequency of meetings:	<i>Every 3 years</i>

Name of Body	<i>Standing Committee</i>
Number of Parties:	<i>15</i>
Composition of membership	<i>Primarily line ministries</i>
Periodicity/frequency of meetings:	<i>Annual</i>

Subsidiary bodies (including technical bodies): 3

- Total number of meetings per year: 3

Total number of Convention, Protocol(s), Agreement(s) and Subsidiary bodies meeting days per year: 25
(*The number of meeting dates per year depends on whether it is a CoP year or not*)

Reporting

Number of national reports required of Parties per year: 2. *An annual report (on trade) and a biennial report (on implementation) are required of CITES Parties*

Offices

Secretariat location: *Geneva*

Regional/Sub-regional/National presence (type and location): *N/A*

Staff (including secondments)

- Total: 28
- 60% professional and 40% general service
- Average number of consultant days per year: 90

Budgetary resources

Core resources:

- US\$ 4.8 million (annual)
- 76% of total budget
- 0 % of core coming from UN regular budget

Supplementary (non-core/extra-budgetary):

- US\$ 1.5 million (annual)
- 24% of total budget
- 0% raised through earmarked trust funds

Sources of funds:

- 95% Government
- 5% Foundation/NGO/private sector

40% of total resources spent on conference arrangements for sessions (including staff travel) of the Convention/Protocol/subsidiary bodies

35% of total resources on normative/analytical activities

15% of total resources spent at the regional level on operational/implementation activities (70% of that spent on staff/consultants costs)

10% of total resources spent at the country-level on operational/implementation activities (70% of that spent on staff/consultants costs)

Programme

Programming/budgetary cycles (timing and duration): *Every 3 years*

Main financial mechanism: *CITES Trust Fund*

Mechanisms for country-level implementation: *through government*

Coordination mechanisms

Major collaborative mechanisms/activities: Title	Role
<i>Biodiversity Liaison Group</i>	<i>Member</i>
<i>World Trade Organization Committee on Trade and Environment</i>	<i>Observer</i>
<i>Green Customs</i>	<i>Member</i>
<i>Interpol Working Group on Wildlife Crime</i>	<i>Member</i>
<i>World Customs Organization council and committees</i>	<i>Observer</i>
<i>TRAFFIC Steering Committee</i>	<i>Member</i>
<i>EU enforcement committee</i>	<i>Observer</i>
<i>UNEP-organized meetings of Multilateral Environment Agreements secretariats</i>	<i>Member</i>
<i>MoUs and joint work plans with other MEAs, Inter-governmental Organizations (IGOs), governments and non-governmental organizations (NGOs)</i>	<i>Member</i>
<i>Meetings of other MEAs, FAO, International Tropical Timber Organization (ITTO), UNCTAD-Biotrade and other IGOs</i>	<i>Observer</i>
<i>Environmental Management Group (EMG)</i>	<i>Member</i>

Convention Secretariat: Convention on the Conservation of Migratory Species of Wild Animals (CMS)

FACT SHEET

Convention/Protocols/Agreements serviced (including date(s) of adoption and entry into force):

Convention on the Conservation of Migratory Species of Wild Animals (UNEP/CMS): adopted 1 November 1983/entered into force 23 June 1979. CMS services 3 co-located Agreements in Bonn for European bats (UNEP/EUROBATS), North European small whales (ASCOBANS) and African, European and West Asian waterbirds (AEWA). A further agreement for Indian Ocean and SE Asian turtles (IOSEA) is also serviced by UNEP/CMS from an outposted office in Bangkok. Several other agreements are administered by the CMS Secretariat itself (e.g. for the Aquatic Warbler, African Elephant and West African Turtles), sometimes with the assistance of Partners such as IUCN and NEPAD. Another group of CMS agreements (eg for Mediterranean whales (ACCOBAMS) and Southern Hemisphere Albatrosses and Petrels (ACAP) have independent non-UN Secretariats which maintain working contacts with UNEP/CMS as the parent Convention.

Mission

CMS Strategic Plan: Vision: A world which understands, respects and sustains the phenomenon of animal migration as a unique part of our shared natural heritage. Goal: To ensure the favourable conservation status of migratory species thereby contributing to global sustainability.

Main functions	Nature of work
to arrange for and service meetings: (i) of the Conference of the Parties, and (ii) of the Scientific Council;	
to maintain liaison with and promote liaison between the Parties, the standing bodies set up under Agreements and other international organizations concerned with migratory species;	
to obtain from any appropriate source reports and other information which will further the objectives and implementation of this Convention and to arrange for the appropriate dissemination of such information;	
to invite the attention of the Conference of the Parties to any matter pertaining to the objectives of this Convention;	
to prepare for the Conference of the Parties reports on the work of the Secretariat and on the implementation of this Convention;	
to maintain and publish a list of Range States of all migratory species included in Appendices I and II;	
to promote, under the direction of the Conference of the Parties, the conclusion of Agreements,	
to maintain and make available to the Parties a list of Agreements and, if so required by the Conference of the Parties, to provide any information on such Agreements;	
to maintain and publish a list of the recommendations made by the Conference of the Parties pursuant to sub-paragraphs (e), (f) and (g) of paragraph 5 of Article VII or of decisions made pursuant to sub-paragraph (h) of that paragraph;	
to provide for the general public information concerning this Convention and its objectives;	
to perform any other function entrusted to it under this Convention or by the Conference of the Parties.	

Governance structure

Nature of institutional link to the United Nations: under the auspices of UN Environment Programme

Nature of administrative link to the United Nations: UNEP provides the CMS Secretariat and a range of financial and other administrative services

Governing Body:

Name of Body	Conference of Parties
Number of Parties:	98
Composition of membership (which ministries):	mainly from Environmental Ministries and specialised national wildlife conservation agencies
Periodicity/frequency of meetings:	Every 3 years

Subsidiary bodies (including technical bodies): 2: Scientific Council and Standing Committee which meet at intervals of 12-18 months

Total number of Convention, Protocol(s), Agreement(s) and Subsidiary bodies meeting days per year: On average 21 meeting days per year for CMS, AEWA, ASCOBANS, ACAP and IOSEA

Reporting

Number of national reports required of Parties per year: National reports should be submitted 6 months prior to the COP: Reports are required for each Meeting of Parties to CMS, AEWA, ASCOBANS and ACAP –.1 every 3 years for each agreement). IOSEA has an on-line continuous reporting system, which it is hoped will be extended to other CMS agreements, to reduce duplication in Parties' reporting efforts.

Offices

Secretariat location: Secretariat of CMS, AEWA, ASCOBANS and EUROBATS in Bonn Germany

Regional/Sub-regional/National presence (type and location): Outpost for CMS activities in Asia and IOSEA in Bangkok, Thailand

Staff (including secondments)

- Total: 28.5: Permanent UNEP posts: 18 in CMS (including common administrative unit for Bonn based agreements), 4 in AEWA , 2.5 in EUROBATS, 2 in ASCOBANS and 2 in IOSEA
- 10 professionals and 18.5 general service
- Average number of consultant days per year: 200+

Budgetary resources

Core resources: funded by Party subscriptions

- US\$7,536,261 (2006-2008)
- % of total budget
- 0% of core coming from UN regular budget

Supplementary (non-core/extra-budgetary): voluntary contributions form Parties, sponsors and partners

- US\$3,552,480 (2006-2008)
- % of total budget
- % raised through earmarked trust funds

Sources of funds:

- % Government
- % Foundation/NGO/private sector
- % Other (specify:)

% of total resources spent on conference arrangements for sessions (including staff travel) of the Convention/Protocol/subsidiary bodies

% of total resources on normative/analytical activities

% of total resources spent at the regional level on operational/implementation activities (% of that spent on staff/consultants costs)

% of total resources spent at the country-level on operational/implementation activities (% of that spent on staff/consultants costs)

Programme

Programming/budgetary cycles (timing and duration): 3 years

Main financial mechanism:

Mechanisms for country-level implementation:

Coordination mechanisms

Major collaborative mechanisms/activities: Title	Role
Partnership Agreements with IGOs (CITES, Ramsar Convention, SPREP, CBD, World Heritage Convention), NGOs (Whale and Dolphin Conservation Society, Commission Internationale pour la Chasse, Zoological Society of London), private sector (TUI, Lufthansa): brief 1-2 year joint work plan with 2-3 priority activities.	

Convention Secretariat: *Convention on Wetlands of International Importance especially as Waterfowl Habitat*

FACT SHEET

Convention/Protocols/Agreements serviced (including date(s) of adoption and entry into force):

Convention on Wetlands of International Importance especially as Waterfowl Habitat (Ramsar Convention on Wetlands): adopted 2 February 1971/entered into force December 1975. The Convention was amended by the Paris Protocol: 3 December 1982, and Regina Amendments: 28 May 1987, although not all contracting Parties have acceded to the amendments at this time.

Mission

Conservation and wise use of all wetlands through local, regional and national actions and international cooperation, as a contribution towards achieving sustainable development throughout the world

<i>Main functions</i>	<i>Nature of work</i>
<i>Managing the affairs of the Parties between COP's</i>	<i>operational</i>
<i>Providing oversight of the convention implementaion at regional level</i>	<i>normative/operational</i>
<i>Ensuring financial health of the secretariat and providing support for Parties</i>	<i>operational</i>

Governance structure

Nature of institutional link to the United Nations: *UNESCO is the depository of the Convention*

Nature of administrative link to the United Nations: *N/A*

Governing Body:

Name of Body	<i>COP (Standing Committee between COPs)</i>
Number of Parties:	<i>152</i>
Composition of membership(which ministries):	<i>Primarily line ministries</i>
Periodicity/frequency of meetings:	<i>COP 3 yearly;</i>

Subsidiary bodies (including technical bodies): *1*

- Total number of meetings per year: *1*

Total number of Convention, Protocol(s), Agreement(s) and Subsidiary bodies meeting days per year: *10*

Reporting

Number of national reports required of Parties per year: *1*

Offices

Secretariat location: *Gland, Switzerland*

Regional/Sub-regional/National presence (type and location):

Staff (including secondments)

- Total: *19*
- *80% professional and 20% general service*
- Average number of consultant days per year: *0*

Budgetary resources

Core resources:

- US\$ 3.2 million (annual)
- 50% of total budget
- 0% of core coming from UN regular budget

Supplementary (non-core/extra-budgetary):

- US\$ (indicate budget period) 3 million (annual)
- 50% of total budget
- 0% raised through earmarked trust funds

Sources of funds:

- 75% Government
- 25% Foundation/NGO/private sector

10% of total resources spent on conference arrangements for sessions (including staff travel) of the Convention/Protocol/subsidiary bodies

60% of total resources on normative/analytical activities

40% of total resources spent at the regional level on operational/implementation activities (>5% of that spent on staff/consultants costs)

10% of total resources spent at the country-level on operational/implementation activities (0% of that spent on staff/consultants costs)

Programme

Programming/budgetary cycles (timing and duration): 3 yearly

Main financial mechanism: government - party membership

Mechanisms for country-level implementation: through government

Coordination mechanisms

Major collaborative mechanisms/activities: Title	Role
<i>Working with International organisation Partners (IUCN, WWF, Birdlife, Wetlands)</i>	<i>Lead / chair</i>
<i>Joint work programmes with the Convention on Biological Diversity (CBD), Convention on Migratory Species (CMS) and the UNESCO-Man and Biosphere Programme (MAB)</i>	
<i>Biodiversity Liaison Group (between the heads of the secretariats of the five biodiversity-related conventions).</i>	<i>Member</i>
<i>Joint Liaison Group between the UN Framework Convention on Climate Change (UNFCCC), the UN Convention to Combat Desertification (UNCCD) and the CBD</i>	<i>Observer</i>
<i>Environmental Management Group (EMG)</i>	<i>Member</i>

Convention Secretariat: *United Nations Convention to Combat Desertification in Those Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa (UNCCD)*

FACT SHEET

Convention/Protocols/Agreements serviced (including date(s) of adoption and entry into force):

United Nations Convention to Combat Desertification in Those Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa: adopted in Paris on 17 June 1994/entered into force on 26 December 1996

Mission

The objective of this Convention is to combat desertification and mitigate the effects of drought in affected countries through effective action at all levels, supported by international cooperation and partnership arrangements, in the framework of an integrated approach which is consistent with Agenda 21, with a view to contributing to the achievement of sustainable development in affected areas.

Important measures include providing affected developing countries with the necessary financial and technical means to enable them to fully implement their commitments under this Convention, and by ensuring implementation of action programmes at national, subregional and regional levels.

Achieving this objective will involve long-term integrated strategies that focus simultaneously on improved productivity of land in affected areas, and the rehabilitation, conservation and sustainable management of land and water resources, for the benefit of present and future generations.

Main functions	Nature of work
<i>To make arrangements for sessions of the Conference of the Parties and its subsidiary bodies established under the Convention and to provide them with services as required;</i>	
<i>To compile and transmit reports submitted to it;</i>	
<i>To facilitate assistance to affected developing country Parties, on request, particularly those in Africa, in the compilation and communication of information required under the Convention;</i>	
<i>To coordinate its activities with the secretariats of other relevant international bodies and conventions;</i>	
<i>To enter, under the guidance of the Conference of the Parties, into such administrative and contractual arrangements as may be required for the effective discharge of its functions;</i>	
<i>To prepare reports on the execution of its functions under this Convention and present them to the Conference of the Parties;</i>	
<i>To perform such other secretariat functions as may be determined by the Conference of the Parties.</i>	

Governance structure

Nature of institutional link to the United Nations: *Established by General Assembly Resolutions 52/198; 56/196; 60/201*

Nature of administrative link to the United Nations: *administrative and personnel support*

Governing Body:

Name of Body	<i>Conference of the Parties</i>
Number of Parties:	<i>191</i>
Composition of membership (which ministries):	<i>Mixed</i>
Periodicity/frequency of meetings:	<i>every two years</i>

Subsidiary bodies (including technical bodies):

- Number: 2
- Total number of meetings per year: *1 each*

Total number of Convention, Protocol(s), Agreement(s) and Subsidiary bodies meeting days per year: *10 per 2 year*

Reporting

Number of national reports required of Parties per year: *ca 150 every 4 yrs*

Offices

Secretariat location: *Bonn, Germany*

Regional/Sub-regional/National presence (type and location): *3 Regional Coordinating Units: Africa (Tunisia), Asia (Thailand), Latin America and Caribbean (Mexico)*

Staff (including secondments)

- Total: 56
- 66% professional and 34% general service
- Average number of consultant days per year: 60

Budgetary resources

Core resources:

- US\$ 16,705,000/biennium
- 100% of total budget
- 0% of core coming from UN regular budget

Supplementary (non-core/extra-budgetary):

- US\$ *non-predictable*
- % of total budget
- 100% raised through earmarked trust funds

Sources of funds:

- 100% Government
- <1% Foundation/NGO/private sector

6.6% of total resources spent on conference arrangements for sessions (including staff travel) of the Convention/Protocol/subsidiary bodies

60% of total resources on normative/analytical activities

13% of total resources spent at the regional level on operational/implementation activities (11.5% of that spent on staff/consultants costs)

14% of total resources spent at the country-level on operational/implementation activities (12.5% of that spent on staff/consultants costs)

Programme

Programming/budgetary cycles (timing and duration): *Core Budget: Biennium*

Main financial mechanism: *Global Environment Facility (GEF) for Implementation activities*

Mechanisms for country-level implementation: *through UN*

Coordination mechanisms

Major collaborative mechanisms/activities: Title	Role
<i>Joint Liaison Group between UNCCD, Climate Change and Biodiversity</i>	<i>Member</i>
<i>Land Degradation Task Force of the GEF</i>	<i>Member</i>
<i>Millennium Ecosystem Assessment</i>	<i>Observer</i>
<i>Land Degradation Assessment (LADA)</i>	<i>Member</i>
<i>Collaborative Partnership on Forests</i>	<i>Member</i>

Convention Secretariat: United Nations Framework Convention on Climate Change

FACT SHEET

Convention/Protocols/Agreements serviced (including date(s) of adoption and entry into force):

United Nations Framework Convention on Climate Change (UNFCCC): adopted 9 May 1992/entered into force 21 March 1994

Kyoto Protocol: adopted 11 December 1997/entered into force 16 February 2005

Mission

UNFCCC is committed to: Make a contribution to sustainable development through support for action to mitigate and to adapt to climate change at the global, regional and national level; Provide high-quality support to the intergovernmental process in the context of the Convention and the Kyoto Protocol; Create and maintain necessary conditions for an early, effective and efficient implementation of the Kyoto Protocol; Provide and disseminate high-quality, understandable and reliable information and data on climate change and on efforts to address it; Promote and enhance the active engagement of non-governmental organizations (NGO's), business and industry, the scientific community and other relevant stakeholders in our work and processes, including through effective communication; Create and maintain a caring working environment that is conducive to self-actualization of staff, information sharing and teamwork and allows the delivery of the highest quality products.

Main functions	Nature of work
Organise intergovernmental & informal meetings (including facilities and documentation)	operational
Provide technical & substantive inputs to Parties; advise presiding officers	normative/analytical
Liaise with Parties & observers; manage relations with NGOs; cooperate within UN	normative/operational
Compile/synthesise national reports and emission data (& maintain databases)	analytical/operational
Coordinate expert reviews of national reports and emission inventories	regulatory
Support developing countries and work with financial mechanism (GEF et al)	analytical/normative
Support decision making on CDM & JI projects, carbon credits & compliance	regulatory
Operate emissions trading registries and the international transaction log	regulatory
Outreach and public information (documents and web site)	analytical/operational

Governance structure

Nature of institutional link to the United Nations: *Institutionally linked to the UN without being integrated in any department/programme (Resolution 56/199)*

Nature of administrative link to the United Nations: *Full administrative delegation within UN Rules and Regulations*

Governing Body:

Name of Body	Conference of the Parties to the UNFCCC
Number of Parties:	189
Composition of membership (which ministries):	Mixed
Periodicity/frequency of meetings:	annual

Name of Body	Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol
Number of Parties:	163
Composition of membership (which ministries):	Mixed
Periodicity/frequency of meetings:	annual

Subsidiary bodies (including technical bodies): 9 (including committees)

- Total number of meetings per year: 25

Total number of Convention, Protocol(s), Agreement(s) and Subsidiary bodies meeting days per year: 123 in 2006

Reporting

Number of national reports required of Parties per year: *National communications from Annex I Parties (41 industrialized countries): every 4 to 5 years; National communications from non-Annex I Parties (around 150 developing countries): periodically (periodicity still under discussion); Greenhouse gas inventory from Annex I Parties (41 industrialized countries): annually; Additional ad hoc reports (such as demonstrable progress under the Kyoto Protocol)*

Offices

Secretariat location: *Bonn, Germany*

Regional/Sub-regional/National presence (type and location): *none*

Staff (including secondments)

- Total: *183 on payroll*
- *56% professional and 44% general service*
- Average number of consultant days per year: *about 3500 days per year*

Budgetary resources

Core resources:

- *US\$53.5 m (2006-7)*
- *55% of total budget*
- *n/a% of core coming from UN regular budget*

Supplementary (non-core/extra-budgetary):

- *US\$43.2 (2006-7)*
- *45% of total budget*
- *0% raised through earmarked trust funds*

Sources of funds:

- *95% Government*
- *0% Foundation/NGO/private sector*
- *5% Other (specify: fees)*

8 % of total resources spent on conference arrangements for sessions (including staff travel) of the Convention/Protocol/subsidiary bodies [This refers to the share in UNFCCC's budget. Most of the conference cost is covered by the UN budget and by the host country].

74% of total resources on normative/analytical activities

0% of total resources spent at the regional level on operational/implementation activities (0% of that spent on staff/consultants costs)

0% of total resources spent at the country-level on operational/implementation activities (0% of that spent on staff/consultants costs)

Programme

Programming/budgetary cycles (timing and duration): *biennial*

Main financial mechanism: *the Global Environment Facility (GEF)*

Mechanisms for country-level implementation: *through government*

Coordination mechanisms

Major collaborative mechanisms/activities: Title	Role
<i>Joint Liaison Group (JLG) between the secretariats of CBD, UNFCCC and UNCCD</i>	<i>Member</i>
<i>Joint Working Group between IPCC and UNFCCC</i>	<i>Member</i>
<i>Environmental Management Group (EMG)</i>	<i>Member</i>

Convention Secretariat: Vienna Convention for the Protection of the Ozone Layer

FACT SHEET

Convention/Protocols/Agreements serviced (including date(s) of adoption and entry into force):

1. Vienna Convention for the Protection of the Ozone Layer: adopted 22 March 1985/entered into force 22 September 1988, 190 Parties;
2. Montreal Protocol on Substances that Deplete the Ozone Layer: adopted 17 September 1987/entered into force 1 January 1989, 189 Parties;
3. London Amendment: adopted 29 June 1990/entered into force 10 August 1992, 181 parties;
4. Copenhagen Amendment: adopted 25 November 1992/entered into force 14 June 1994, 172 parties;
5. Montreal Amendment: adopted 17 September 1997/entered into force 10 November 1999, 143 parties;
6. Beijing Amendment: adopted 3 December 1999/entered into force 25 February 2002, 109 Parties

Mission

Vienna Convention (VC): To facilitate both cooperation in the legal, scientific and technical fields related to the phenomena of ozone depletion, and cooperative research and systematic observations regarding the state of the ozone layer; Montreal Protocol (MP): To facilitate cooperative action to address ozone depletion by agreeing and monitoring compliance with legally binding targets for the reduction and/or elimination of production and consumption of ozone depleting substances

Main functions	Nature of work
VC: Report on research and systematic observation by the Parties	Operational
VC: Transmit information on measures adopted by the Parties	Operational
VC: Prepare documents for and hold a Conference of the Parties each year	Operational/analytical
VC: Coordinate work with other relevant international bodies	Operational/analytical
VC: Together with WMO, hold triennial ozone research managers meetings	Operational/analytical
MP: Serve as repository for submission and analysis of compliance data	Operational/analytical
MP: Arrange for and service meetings of the Parties	Operational/analytical
MP: Prepare and distribute reports on compliance and cooperation	Operational/analytical
MP: Promote ratification by non-parties	Operational/analytical
MP: Serve as a repository of information for the Parties	Operational/analytical

Governance structure

Nature of institutional link to the United Nations: Convention/Protocol designated UNEP Secretariat

Nature of administrative link to the United Nations: Administered by UNEP

Governing Body:

Name of Body	COP for Vienna Convention
Number of Parties:	190
Composition of membership(which ministries):	Mixed
Periodicity/frequency of meetings:	VC: 1 every 3 years

Name of Body	MOP for Montreal Protocol
Number of Parties:	189
Composition of membership	Mixed
Periodicity/frequency of meetings:	1 WG and MOP/year

Subsidiary bodies (including technical bodies): 10

- Total number of meetings per year: average 1-2 each

Total number of Convention, Protocol(s), Agreement(s) and Subsidiary bodies meeting days per year: 70 (estimated)

Reporting

Number of national reports required of Parties per year: 1

Offices

Secretariat location: *Nairobi*

Regional/Sub-regional/National presence (type and location): 0

Staff (including secondments)

- Total: 18
- 44% professional and 56% general service
- Average number of consultant days per year: 10

Budgetary resources

Core resources:

- US\$5.5 for 2005
- 100% of total budget

Supplementary (non-core/extra-budgetary):

- US\$ (indicate budget period) *N/A*
- % of total budget
- % raised through earmarked trust funds

Sources of funds:

- 100% Government

53% of total resources spent on conference arrangements for sessions (including staff travel) of the Convention/Protocol/subsidiary bodies

47% of total resources on normative/analytical activities

0% of total resources spent at the regional level on operational/implementation activities (*N/A*% of that spent on staff/consultants costs)

0% of total resources spent at the country-level on operational/implementation activities (*N/A*% of that spent on staff/consultants costs)

Programme

Programming/budgetary cycles (timing and duration): *annual for MP, triennial for VC*

Main financial mechanism:

Mechanisms for country-level implementation: *Mix*

Coordination mechanisms

Major collaborative mechanisms/activities: Title	Role
	<i>Select</i>
	<i>Select</i>

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

FACT SHEET

Convention/Protocols/Agreements serviced (including date(s) of adoption and entry into force):

1. *Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and their Disposal*: adopted 22 March 1989/entry into force 5 May 1992
2. *Protocol on Liability and Compensation for Damage Resulting from Transboundary Movements of Hazardous Wastes and their Disposal*: adopted 10 December 1999/not yet entered in force
3. *Ban Amendment to the Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and their Disposal*: adopted 22 September 1995/not yet entered into force

Mission

The Secretariat is to serve the Parties to the Basel Convention and carry out the functions relevant to the purpose of the Convention. It shall assist or cooperate with Parties in the fulfillment of their international obligations as prescribed in the Convention with a view to protecting human health and the environment from the adverse effects which may result from the generation and management (treatment, recycling, recovery and final disposal) of hazardous and other wastes.

Main functions	Nature of work
<i>Arrange for and service meetings of the Convention</i>	<i>Operational</i>
<i>Prepare and transmit reports based on information received from Parties and information derived from meetings of subsidiary bodies and relevant intergovernmental and non-governmental entities</i>	<i>Operational</i>
<i>Prepare reports on its activities carried out in implementation of its functions under the Convention</i>	<i>Operational</i>
<i>Ensure necessary coordination with relevant international bodies, and in particular to enter into such administrative and contractual arrangements as required for the effective discharge of its functions</i>	<i>Operational</i>
<i>Communicate with focal points and competent authorities as required under the Convention</i>	<i>Operational</i>
<i>Catalyse, initiate, promote technical assistance, capacity building and public-private partnerships</i>	<i>Operational</i>
<i>Receive and convey technical information from and to Parties</i>	<i>Operational</i>
<i>Assist Parties, upon request, in their identification of cases of illegal traffic, and to circulate immediately to the Parties concerned any information received regarding illegal traffic</i>	<i>Analytical and Operational</i>
<i>Cooperate with Parties and relevant and competent international organizations and agencies in the provision of experts and equipment for rapid assistance to States in the event of emergency situations</i>	<i>Operational</i>
<i>Perform functions relevant to the purposes of the Convention as determined by the Conference of the Parties</i>	<i>Operational, analytical and normative</i>

Governance structure

Nature of institutional link to the United Nations: *Treaty-body concluded under the auspices of the United Nations (UNEP), for which the UN Secretary General is Depositary.*

Nature of administrative link to the United Nations: *Administered by UNEP*

Name of Governing Body	<i>Conference of the Parties</i>
Number of Parties:	<i>168</i>
Composition of membership (which ministries):	<i>Mixed</i>
Periodicity/frequency of meetings:	<i>Biennial</i>

Subsidiary bodies (including technical bodies): 3 / Total number of meetings per year: 4
 Total number Convention, Protocol(s), Agreement(s) and Subsidiary bodies meeting days per year: 16.5

Reporting

Number of national reports required of Parties per year: 1

Offices

Secretariat location: *Geneva, Switzerland*

Regional/Sub-regional/National presence: *Basel Convention Regional Centres for Training and Technology Transfer (Egypt, Senegal, South Africa, China, Indonesia, Samoa, Iran, Russian Federation, Slovak Republic, Argentina, El Salvador, Trinidad and Tobago); Basel Convention Coordinating Centres for Training and Technology Transfer (Nigeria, Uruguay): These centres are distinct entities from Basel Secretariat, however the Secretariat provides facilitative and supportive assistance for activities.*

Staff (including secondments)

- Total: 20
- 50% professional and 50% general service
- Average number of consultant days per year: 145

Budgetary resources

Core resources:

- US\$ 7,090,830 (2005-2006)
- 76% of total budget
- 0% of core coming from UN regular budget

Supplementary (non-core/extra-budgetary):

- US\$ 2,186,050 (2005-2006)
- 24% of total budget
- 85% raised through earmarked trust funds

Sources of funds:

- 99% Government
- 1 % Foundation/NGO/private sector

40% of total resources spent on conference arrangements for sessions (including staff travel) of the Convention/Protocol/subsidiary bodies

15 % of total resources on normative/analytical activities

30 % of total resources spent at the regional level on operational/implementation activities (100 % of that spent on staff/consultants costs)

15 % of total resources spent at the country-level on operational/implementation activities (75 % of that spent on staff/consultants costs)

Programme

Programming/budgetary cycles: *Biennial (following a COP)*

Main financial mechanism: *Basel Convention Trust Fund (assessed contributions), Basel Convention Technical Cooperation Trust Fund (voluntary contributions)*

Mechanisms for country-level implementation: *Through Government*

Coordination mechanisms

Major collaborative mechanisms/activities: Title	Role
<i>Joint ILO/IMO/Basel Convention Working Group on Ship Recycling</i>	<i>Member</i>
<i>UNECE (Committees on Transport of Dangerous Goods & Aarhus Convention)</i>	<i>Member</i>
<i>Strategic Approach to Integrated Chemicals Management</i>	<i>Member</i>
<i>WTO Committee on Trade and Environment in Special Session</i>	<i>Observer</i>
<i>Mobile Phone Partnership Initiative</i>	<i>Lead/Chair</i>
<i>IMO Marine Environment Protection Committee</i>	<i>Observer</i>
<i>Green Customs Initiative UNEP</i>	<i>Member</i>
<i>World Customs Organization</i>	<i>Observer</i>
<i>Steering Committees of Basel Convention Regional or Coordinating Centres</i>	<i>Member</i>
<i>Joint Correspondence Group: OEWG & the UN Sub Committee of Experts on the Globally Harmonised System of Classification and Labeling of Chemicals</i>	<i>Member</i>
<i>Environmental Management Group (EMG)</i>	<i>Member</i>

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

FACT SHEET

Convention/Protocols/Agreements serviced (including date(s) of adoption and entry into force):
Rotterdam Convention on the Prior Informed Consent (PIC) Procedure for Certain Hazardous Chemicals and Pesticides in International Trade: adopted 10 September 1998/entered into force 24 February 2004

Mission

The objective of the Convention is to promote shared responsibility and cooperative efforts among Parties in the international trade of certain hazardous chemicals in order to protect human health and the environment from potential harm and to contribute to their environmentally sound use, by facilitating information exchange about their characteristics, by providing for a national decision-making process on their import and export and by disseminating these decisions to Parties.

Main functions	Nature of work
<i>Obtain and publish import decisions for Annex III chemicals</i>	<i>operational</i>
<i>Receive, verify and publish notifications of final regulatory action</i>	<i>Operational/analytical</i>
<i>Expert body consider notifications for inclusion of chemicals in Annex III</i>	<i>Analytical</i>
<i>Assist Parties with implementation activities</i>	<i>Capacity building</i>
<i>Servicing of meetings</i>	<i>operational</i>
<i>Coordination with other MEAs</i>	<i>operational/capacity building</i>
<i>Liaising with Designated National Authorities</i>	<i>operational/capacity building</i>
<i>Drafting and disseminating decision guidance documents</i>	<i>operational/analytical</i>
<i>Facilitating implementation exchange among Parties</i>	<i>operational/analytical</i>

Governance structure

Nature of institutional link to the United Nations: *The secretariat functions are performed jointly by the Executive Director of UNEP and the Director-General of FAO*

Nature of administrative link to the United Nations: *Through the UNON office in Nairobi as well as through UNOG in Geneva*

Governing Body:

Name of Body	<i>Conference of Parties (COP)</i>
Number of Parties:	<i>106</i>
Composition of membership(which ministries):	<i>Mixed</i>
Periodicity/frequency of meetings:	<i>every 2 years</i>

Subsidiary bodies (including technical bodies): 1

- Total number of meetings per year: 1

Total number of Convention, Protocol(s), Agreement(s) and Subsidiary bodies meeting days per year: 7.5

Reporting

Number of national reports required of Parties per year: 0

Offices

Secretariat location: *Geneva and Rome*

Regional/Sub-regional/National presence (type and location): *no formal presence - utilise FAO and UNEP regional offices*

Staff (including secondments)

- Total: *11.5 encumbered*
- *63% professional and 37% general service*
- Average number of consultant days per year: *15*

Budgetary resources

Core resources:

- *US\$3, 710, 224 (2006)*
- *78.4% of total budget*
- *0% of core coming from UN regular budget*

Supplementary (non-core/extra-budgetary):

- *US\$1, 020, 650 (2006)*
- *21.6% of total budget*
- *100% raised through earmarked trust funds*

Sources of funds:

- *100% Government*
- *% Foundation/NGO/private sector*
- *% Other (specify:)*

33% of total resources spent on conference arrangements for sessions (including staff travel) of the Convention/Protocol/subsidiary bodies

% of total resources on normative/analytical activities

% of total resources spent at the regional level on operational/implementation activities (% of that spent on staff/consultants costs)

% of total resources spent at the country-level on operational/implementation activities (% of that spent on staff/consultants costs)

Programme

Programming/budgetary cycles (timing and duration): *2 years*

Main financial mechanism: *Government contributions for the time being, discussions on the establishment of a specific mechanism*

Mechanisms for country-level implementation: *through government*

Coordination mechanisms

Major collaborative mechanisms/activities: Title	Role
<i>Stockholm Convention (cooperation on substantive and administrative issues)</i>	
<i>Basel Convention (cooperation on substantive and administrative issues)</i>	
<i>Strategic Approach to International Chemicals Management (SAICM)</i>	

Pending decisions at the third meeting of the Conference of the Parties to the Rotterdam Convention (October 2006); eighth meeting of the Conference of the Parties of the Basel Convention (November 2006) and third meeting of the Conference of the Parties of the Stockholm Convention (April 2007), it is likely that an ad hoc working group on enhanced cooperation and coordination among the Basel, Rotterdam and Stockholm convention secretariats will be established.

Convention Secretariat: Stockholm Convention On Persistent Organic Pollutants

FACT SHEET

Convention/Protocols/Agreements serviced (including date(s) of adoption and entry into force):
Stockholm Convention on Persistent Organic Pollutants: adopted 21 May 2001/entered into force 17 May 2004

Mission

Article 1, Objective, of the Stockholm Convention: ...the objective of the Convention is to protection human health and the environment from persistent organic pollutants

Main functions	Nature of work
<i>Service meetings of the Conference of the Parties and its subsidiary bodies</i>	<i>operational, analytical</i>
<i>Facilitate assistance to Parties in implementation of the Convention</i>	<i>operational, consultative</i>
<i>Coordinate as necessary with secretariats of other international bodies</i>	<i>operational, coordination</i>
<i>Prepare reports for Parties based on information received from Party reports</i>	<i>operational, analytical</i>
<i>Enter into administrative/contractual arrangements as required for functions</i>	<i>administrative</i>
<i>Perform the other functions specified in the Convention or by the COP</i>	<i>operational</i>

Governance structure

Nature of institutional link to the United Nations: *The Convention is an international legally binding instrument with independent legal personality.*

Nature of administrative link to the United Nations: *The Convention secretariat is provided by UNEP and follows UN personnel and administrative rules.*

Governing Body:

Name of Body	<i>Conference of the Parties</i>
Number of Parties:	<i>124</i>
Composition of membership(which ministries):	
Periodicity/frequency of meetings:	<i>1-2 years</i>

Subsidiary bodies (including technical bodies): 3

- Total number of meetings per year: *1 each*

Total number of Convention, Protocol(s), Agreement(s) and Subsidiary bodies meeting days per year: *18*

Reporting

Number of national reports required of Parties per year: *1/4years*

Offices

Secretariat location: *Geneva*

Regional/Sub-regional/National presence (type and location): *regional centres to be established*

Staff (including secondments)

- Total: *17.75*
- *58%* professional and *42%* general service
- Average number of consultant days per year: *100*

Budgetary resources

Core resources:

- US\$10,351,501 (2006-7)
- 75% of total budget
- 0% of core coming from UN regular budget

Supplementary (non-core/extra-budgetary):

- US\$3,443,845 (2006-7)
- 25% of total budget
- 0% raised through earmarked trust funds

Sources of funds:

- 100% Government
- % Foundation/NGO/private sector
- % Other (specify:)

48% of total resources spent on conference arrangements for sessions (including staff travel) of the Convention/Protocol/subsidiary bodies

TBD% of total resources on normative/analytical activities

TBD% of total resources spent at the regional level on operational/implementation activities (TBD% of that spent on staff/consultants costs)

TBD% of total resources spent at the country-level on operational/implementation activities (TBD% of that spent on staff/consultants costs)

Programme

Programming/budgetary cycles (timing and duration): *2 calendar years beginning on even numbered years*

Main financial mechanism: *General trust fund, voluntary trust fund, financial mechanism (including GEF)*

Mechanisms for country-level implementation:

Coordination mechanisms

Major collaborative mechanisms/activities: Title	Role
<i>UNEP hosts ad hoc meetings of MEA secretariats to discuss coordination</i>	<i>Member</i>
<i>UNEP organizes a green customs initiatives that involves some MEAs</i>	<i>Member</i>

Pending decisions at the third meeting of the Conference of the Parties to the Rotterdam Convention (October 2006); eighth meeting of the Conference of the Parties of the Basel Convention (November 2006) and third meeting of the Conference of the Parties of the Stockholm Convention (April 2007), it is likely that an ad hoc working group on enhanced cooperation and coordination among the Basel, Rotterdam and Stockholm convention secretariats will be established.

Convention Secretariat: Convention concerning the Protection of the World Cultural and Natural Heritage

FACT SHEET

Convention/Protocols/Agreements serviced (including date(s) of adoption and entry into force):

Convention concerning the Protection of the World Cultural and Natural Heritage (World Heritage Convention): adopted by General Conference of the UN Educational, Scientific and Cultural Organization (UNESCO) at its 17th session, Paris, 16 November 1972/entered into force 17 December 1975

Mission

The UNESCO World Heritage Centre is the Secretariat of the World Heritage Committee and is appointed by the Director-General of UNESCO. It was established in 1992 specifically for this purpose. The Director-General designated the Director of the World Heritage Centre as Secretary to the Committee. The Secretariat assists and collaborates with the States Parties and the Advisory Bodies. The Secretariat works in close co-operation with other sectors and field offices of UNESCO. World Heritage mission is to:

- encourage countries to sign the World Heritage Convention and to ensure the protection of their natural and cultural heritage;
- encourage States Parties to the Convention to nominate sites within their national territory for inclusion on the World Heritage List;
- encourage States Parties to establish management plans and set up reporting systems on the state of conservation of their World Heritage sites;
- help States Parties safeguard World Heritage properties by providing technical assistance and professional training;
- provide emergency assistance for World Heritage sites in immediate danger;
- support States Parties' public awareness-building activities for World Heritage conservation;
- encourage participation of local population in the preservation of their cultural and natural heritage;
- encourage international cooperation in the conservation of our world's cultural and natural heritage.

Main functions	Nature of work
Organization of the meetings of the General Assembly of States Parties and the World Heritage Committee;	organization of intergovernmental meeting
Implementation of decisions of the World Heritage Committee and General Assembly resolutions and reporting to them on their execution;	operational, normative
Receipt, registration, checking completeness, archiving and transmission to the relevant Advisory Bodies of nominations to the World Heritage List;	analytical, administrative
Co-ordination of studies and activities as part of the Global Strategy for a Representative, Balanced and Credible World Heritage List;	operational, analytical
Organization of Periodic Reporting and co-ordination of Reactive Monitoring;	Operational, normative, analytical
Co-ordination of International Assistance;	operational, administrative
Mobilization of extra-budgetary resources for the conservation and management of World Heritage properties;	administrative, operational
Assistance to States Parties in the implementation of the Committee's programmes and projects;	operational
Promotion of World Heritage and the Convention through the dissemination of information to States Parties, the Advisory Bodies (ICOMOS, IUCN and ICCROM) and the general public.	information dissemination

Governance structure

Nature of institutional link to the United Nations: The UNESCO World Heritage Committee (assisted by the World Heritage Centre as its Secretariat) is an Intergovernmental Committee whose meetings are of a representative nature (UNESCO category II - Intergovernmental meetings other than international conferences of states)

Nature of administrative link to the United Nations: The UNESCO World Heritage Centre is attached to the Culture Sector of UNESCO (which is a specialized agency of the United Nations system).

Governing Body:

Name of Body	<i>World Heritage Committee</i>
Number of Parties:	21
Composition of membership (which ministries):	<i>Mixed – culture, environment and education ministries</i>
Periodicity/frequency of meetings:	<i>At least once a year (June/July) in ordinary session</i>
Name of Body	<i>General Assembly of States Parties</i>
Number of Parties:	182
Composition of membership (which ministries):	<i>Mixed</i>
Periodicity/frequency of meetings:	<i>During UNESCO General Conference every two years</i>

Subsidiary bodies (including technical bodies): *World Heritage Committee (assisted by UNESCO World Heritage Centre) may establish subsidiary bodies as it deems necessary. 7 World Heritage Committee members compose its Bureau (Chairperson, Rapporteur and 5 Vice-Chairpersons)*

Reporting

Number of national reports required of Parties per year: *States Parties have the responsibility to provide information to the World Heritage Committee on the implementation of the World Heritage Convention and state of conservation of properties. They are requested to provide Periodic Reports*

Offices

Secretariat location: *The UNESCO World Heritage Centre is located at UNESCO Headquarters in Paris*

Regional/Sub-regional/National presence (type and location): *UNESCO offices worldwide*

Staff (including secondments)

- Total: 58 (including associate experts and temporary posts)
- 70.7% professional and 29.3% general service
- Average number of consultant days per year: 26 consultants/320 days/year

Budgetary resources

Core resources:

- US\$ 9,827,470 (2004-2005)
- 31% of total budget (Regular Programme + Special Account + World Heritage Fund)
- 0% of core coming from UN regular budget

Supplementary (non-core/extra-budgetary):

- US\$ 21,874,530 (2004-2005)
- 69 % of total budget

Sources of funds:

- 35% Government
- 65% Foundation/NGO/private sector

2.5 % of total resources spent on conference arrangements for sessions (including staff travel) of the Convention/Protocol/subsidiary bodies

1.5 % of total resources on normative/analytical activities

25 % of total resources spent at the regional level on operational/implementation activities (100 % of that spent on staff/consultants costs)

71 % of total resources spent at the country-level on operational/implementation activities (30 % of that spent on staff/consultants costs)

Programme

Programming/budgetary cycles (timing and duration): *biennium (2 years cycle) for Regular Programme and World Heritage Fund. Depending on duration of project for Extra-budgetary projects.*

Main financial mechanism:

Mechanisms for country-level implementation: *Through Governments, UN and NGOs*

Coordination mechanisms

Major collaborative mechanisms/activities: Title	Role
<i>Biodiversity Liaison Group (Heads of Convention Secretariats of 5 biodiversity conventions)</i>	<i>Member</i>
<i>MoU (World Heritage Centre, Secretariat of the Convention on Biological Diversity, and the Global Environment Facility Small Grants Programme implemented by the UNDP)</i>	<i>Member</i>
<i>Collaboration between the various cultural Conventions of UNESCO</i>	<i>Lead</i>
<i>A large number of cooperation agreements and memoranda of understanding with States Parties to the Convention, national agencies, NGOs, corporate sector and foundations</i>	<i>Lead</i>

Convention Secretariat: *United Nations Convention on the Law of the Sea (UNCLOS)*

FACT SHEET

Convention/Protocols/Agreements serviced (including date(s) of adoption and entry into force):
United Nations Convention on the Law of the Sea: adopted Montego Bay, 10 December 1982/entry into force: 16 November 1994, in accordance with article 308

Mission

The Convention sets out the legal framework within which all activities in the oceans and seas must be carried out, covering all ocean space, with all its uses, including navigation and overflight; all uses of all its resources, living and non-living, on the high seas, on the ocean floor and beneath, on the continental shelf and in the territorial seas; the protection of the marine environment; and basic law and order. Referred to as the “constitution of the sea”, the Convention is based on the idea that the problems of the oceans are closely interrelated and must be addressed as a whole.

The UN Office of Legal Affairs (OLA) Division for Ocean Affairs and the Law of the Sea (DOALOS) provides secretariat services to meetings of the UNCLOS Conference of the Parties and to the Commission on the Limits of the Continental Shelf, established on the basis of UNCLOS.

Main functions	Nature of work (operational, normative/ analytical, other-specify)
<i>Preparation of reports</i>	<i>analytical</i>
<i>Arranging and servicing meetings</i>	<i>operational</i>

Governance structure

Nature of institutional link to the United Nations: *United Nations Secretariat provides services*

Nature of administrative link to the United Nations: *United Nations Secretariat*

Governing Body:

Name of Body	<i>Meeting of States Parties</i>
Number of Parties:	<i>149</i>
Composition of membership (which ministries):	<i>Mixed</i>
Periodicity/frequency of meetings:	<i>annual</i>

Name of Body	<i>UN General Assembly (budgetary as well as certain substantive decisions)</i>
Number of Parties:	
Composition of membership	<i>Mixed</i>
Periodicity/frequency of meetings:	

Subsidiary bodies (including technical bodies):

- Number:
- Total number of meetings per year:

Total number of Convention, Protocol(s), Agreement(s) and Subsidiary bodies meeting days per year:

Reporting

Number of national reports required of Parties per year:

Offices

Secretariat location: *UNHQ New York*

Regional/Sub-regional/National presence (type and location):

Staff (including secondments)

- Total: 28
- 66% professional and 33% general service
- Average number of consultant days per year: 30

Budgetary resources

Core resources:

- US\$ (indicate budget period)
- % of total budget
- 98% of core coming from UN regular budget

Supplementary (non-core/extra-budgetary):

- US\$ (indicate budget period)
- % of total budget
- 2% raised through earmarked trust funds

Sources of funds:

- % Government
- % Foundation/NGO/private sector
- % Other (specify:)
-

% of total resources spent on conference arrangements for sessions (including staff travel) of the Convention/Protocol/subsidiary bodies

% of total resources on normative/analytical activities

% of total resources spent at the regional level on operational/implementation activities (% of that spent on staff/consultants costs)

% of total resources spent at the country-level on operational/implementation activities (% of that spent on staff/consultants costs)

Programme

Programming/budgetary cycles (timing and duration):

Main financial mechanism: *UN budget*

Mechanisms for country-level implementation:

Coordination mechanisms

Major collaborative mechanisms/activities: Title	Role
<i>UN-Oceans</i>	<i>Member</i>
<i>Given the comprehensive nature of UNCLOS, DOALOS coordinates, cooperates and liaises with practically all oceans-related organizations, programmes and bodies, and institutions, including those dealing with environment issues</i>	

Convention Secretariat: *Agreement for the Implementation of the Provisions of the United Nations Convention on the Law of the Sea (UNCLOS) relating to the Conservation and Management of Straddling Fish Stocks and Highly Migratory Fish Stocks (UNFSA)*

FACT SHEET

Convention/Protocols/Agreements serviced (including date(s) of adoption and entry into force):
Agreement for the Implementation of the Provisions of the United Nations Convention on the Law of the Sea (UNCLOS) relating to the Conservation and Management of Straddling Fish Stocks and Highly Migratory Fish Stocks (UNFSA): adopted New York, 4 August 1995/entry into force 11 December 2001

Mission

The Agreement seeks to ensure the long-term conservation and sustainable use of straddling fish stocks and highly migratory fish stocks through effective implementation of the relevant provisions of the Convention. It establishes a clear set of rights and obligations for States to conserve and manage the two types of stocks and associated and dependent species as well as to protect biodiversity in the marine environment.

The UN Office of Legal Affairs (OLA) Division for Ocean Affairs and the Law of the Sea (DOALOS) provides secretariat services to meetings of the UNFSA.

Main functions	Nature of work (operational, normative/ analytical, other-specify)
<i>Preparation of reports</i>	<i>analytical</i>
<i>Arranging and servicing meetings</i>	<i>operational</i>

Governance structure

Nature of institutional link to the United Nations: *Agreement mandated by General Assembly.*

Nature of administrative link to the United Nations: *Secretariat services*

Governing Body:

Name of Body	<i>General Assembly (budgetary as well as certain substantive decisions)</i>
Number of Parties:	<i>57</i>
Composition of membership (which ministries):	<i>Mixed</i>
Periodicity/frequency of meetings:	

Subsidiary bodies (including technical bodies):

- Number:
- Total number of meetings per year: *none*

Total number of Convention, Protocol(s), Agreement(s) and Subsidiary bodies meeting days per year:

Reporting

Number of national reports required of Parties per year: *none*

Offices

Secretariat location: *UNHQ New York*

Regional/Sub-regional/National presence (type and location): *none*

Staff (including secondments)

- Total: *five*
- *80%* professional and *20%* general service
- Average number of consultant days per year: *30*

Budgetary resources

Core resources:

- US\$ (indicate budget period)
- % of total budget
- % of core coming from UN regular budget (if relevant)

Supplementary (non-core/extra-budgetary):

- US\$ (indicate budget period)
- % of total budget
- % raised through earmarked trust funds

Sources of funds:

- % Government
- % Foundation/NGO/private sector
- % Other (specify:)
-

% of total resources spent on conference arrangements for sessions (including staff travel) of the Convention/Protocol/subsidiary bodies

% of total resources on normative/analytical activities

% of total resources spent at the regional level on operational/implementation activities (% of that spent on staff/consultants costs)

% of total resources spent at the country-level on operational/implementation activities (% of that spent on staff/consultants costs)

Programme

Programming/budgetary cycles (timing and duration):

Main financial mechanism: *UN budget*

Mechanisms for country-level implementation:

Coordination mechanisms

Major collaborative mechanisms/activities: Title	Role
<i>Given the comprehensive nature of UNCLOS, DOALOS coordinates, cooperates and liaises with practically all oceans-related organizations, programmes and bodies, and institutions, including those dealing with environment issues</i>	

Convention Secretariat: Cartagena Convention for the Protection and Development of the Marine Environment of the Wider Caribbean Region

FACT SHEET

Convention/Protocols/Agreements serviced (including date(s) of adoption and entry into force):

1. *Action Plan for the Caribbean Environment Programme: adopted 8 April 1981*
2. *Convention for the Protection and Development of the Marine Environment of the Wider Caribbean Region (Cartagena Convention): adopted 24 March 1983/entry into force 11 October 1986*
3. *Protocol Concerning Cooperation in Combating Oil Spills in the Wider Caribbean Region (Oil Spills Protocol): adopted 24 March 1983/entry into force 11 October 1986*
4. *Protocol Concerning Specially Protected Areas and Wildlife (SPAW Protocol): adopted 18 January 1990/entry into force 18 June 2000*
5. *Protocol Concerning Pollution from Land-Based Sources and Activities (LBS Protocol): adopted 6 October 1999/not yet in force*

Mission

Promoting regional cooperation for the protection and development of the marine environment of the Wider Caribbean Region

Main functions	Nature of work
<i>Facilitates the implementation of the Cartagena Convention and its Protocols</i>	<i>operational</i>
<i>Coordinate scientific and technical projects for the Contracting Parties</i>	<i>operational</i>
<i>Establish Regional Activity Centres</i>	<i>operational</i>
<i>Collect, review and disseminate case studies, publications, CEP project results</i>	<i>operational</i>
<i>Convenes the biennial meetings of the Contracting Parties</i>	<i>operational</i>
<i>Convenes Meetings of Experts to support Protocol implementation</i>	<i>operational</i>
<i>Prepares the biennial Programme Budget and Workplan</i>	<i>operational</i>
<i>Participates in the UN Country Teams</i>	<i>operational</i>
<i>Establish agreements with NGOs and Civil Society for Contracting Parties</i>	<i>operational</i>
<i>Contribute to regional fora on environment and development</i>	<i>operational</i>

Governance structure

Nature of institutional link to the United Nations: *UNEP - Regional Seas Programme*

Nature of administrative link to the United Nations: *UNEP Global Programme of Action for the Protection of the Marine Environment from Land-based Activities (GPA)*

Governing Body:

Name of Body	<i>Meeting on the Action Plan for the CEP</i>
Number of Parties:	<i>28</i>
Composition of membership (which ministries):	<i>Primarily central ministries</i>
Periodicity/frequency of meetings:	<i>Biennial</i>

Name of Body	<i>COP to the Convention (held jointly with above)</i>
Number of Parties:	<i>23</i>
Composition of membership(which ministries):	<i>Primarily central ministries</i>
Periodicity/frequency of meetings:	<i>Biennial</i>

Name of Body	<i>Monitoring Committee for CEP (MONCOM)</i>
Number of Parties:	<i>9</i>
Composition of membership(which ministries):	<i>Mixed</i>
Periodicity/frequency of meetings:	<i>Biennial</i>

Name of Body	<i>Special Bureau of COP (held jointly with MONCOM)</i>
Number of Parties:	9
Composition of membership (which ministries):	<i>Mixed</i>
Periodicity/frequency of meetings:	<i>Biennial</i>

Name of Body	<i>COP to the SPAW Protocol</i>
Number of Parties:	12
Composition of membership (which ministries):	<i>Primarily line ministries</i>
Periodicity/frequency of meetings:	<i>Biennial</i>

Subsidiary bodies (including technical bodies): 3 / Total number of meetings per year: 1

Total number of Convention, Protocol(s), Agreement(s) and Subsidiary bodies meeting days per year: 14

Reporting

Number of national reports required of Parties per year: 1

Offices

Secretariat location: *Kingston, Jamaica*

Regional/Sub-regional/National presence (type and location): *Regional*

Staff (including secondments)

- Total: 17
- 35.3% professional and 64.7% general service
- Average number of consultant days per year: 120

Budgetary resources

Core resources:

- US\$ 2,812,629 (2006)
- 98.9% of total budget
- 1.1% of core coming from UN regular budget

Supplementary (non-core/extra-budgetary):

- US\$ 1,272,049 (2006)
- 45% of total budget

Sources of funds:

- 46% Government
- 49.3% Foundation/NGO/private sector
- 4.7% Other (specify: *Extra-ordinary contribution*)

14.5% of total resources spent on conference arrangements for sessions (including staff travel) of the Convention/Protocol/subsidiary bodies

1% of total resources on normative/analytical activities

20% of total resources spent at the regional level on operational/implementation activities (*n/a*% of that spent on staff/consultants costs)

% of total resources spent at the country-level on operational/implementation activities (% of that spent on staff/consultants costs) (*N.B. figures are not yet available*)

Programme

Programming/budgetary cycles: *Biennial*

Main financial mechanism: *Caribbean Trust Fund*

Mechanisms for country-level implementation: Through UN, Government and NGOs

Coordination mechanisms

Major collaborative mechanisms/activities: Title	Role
<i>MoU with Organization of Eastern Caribbean States</i>	<i>Member</i>
<i>MoC with The Nature Conservancy</i>	<i>Member</i>
<i>White Water to Blue Water Patnership</i>	<i>Lead / chair</i>
<i>Focal Point for the International Coral Reef Initiative for the Caribbean Region</i>	<i>Member</i>
<i>MoC with the Ramsar Secretariat</i>	<i>Member</i>
<i>MoC with the Basel Secretariat</i>	<i>Member</i>
<i>MoC with Convention on Biological Diversity</i>	<i>Member</i>
<i>MoC with Convention on Migratory Species</i>	<i>Member</i>

Convention Secretariat: Convention for the Protection of the Mediterranean Sea against Pollution

FACT SHEET

Convention/Protocols/Agreements serviced (including date(s) of adoption and entry into force):

1. *Barcelona Convention: adopted 16 February 1976/entry into force 12 February 1978; amended 10 June 1995 - amendments entry into force 9 July 2005*
2. *Dumping Protocol: adopted 16 February 1976/entry into force 12 February 1978; amended 10 June 1995 - amendments not yet in force*
3. *Emergency Protocol: adopted 16 February 1976/entry into force 12 February 1978; replaced by Prevention and Emergency Protocol - adopted 25 January 2002/entry into force 17 March 2004*
4. *Land-Based Source Protocol: adopted 17 May 1980/entry into force 17 June 1983; amended 7 March 1996 - not yet in force*
5. *Specially Protected Areas Protocol: adopted 3 April 1982/entry into force 23 March 1986; amended 10 June 1995 - amendments entry into force 12 December 1999*
6. *Offshore Protocol: adopted 14 October 1994/not yet in force*
7. *Hazardous Waste Protocol: adopted 1 October 1996/not yet in force*

Mission

To implement the Mediterranean Action Plan and provide administrative support to the Contracting Parties in the implementation of the Barcelona Convention and its Protocols in order to contribute to the sustainable development of all countries in the Mediterranean basin by coordinating and facilitating the implementation of programmes and activities to safeguard the ecosystems of the Mediterranean Sea and coastal zones, through an integrated and environmentally sound approach, for the benefit of all citizens living in the region .

Main functions	Nature of work
<i>Provides Secretarial functions to the Contracting Parties</i>	<i>operational</i>
<i>Organizes the biennial meetings of the Contracting Parties</i>	<i>operational</i>
<i>Organizes the meetings of the Bureau twice yearly</i>	<i>operational</i>
<i>Implements the Mediterranean Action Plan</i>	<i>operational</i>
<i>Provides Secretarial support to the Mediterranean Commission on Sustainable Development</i>	<i>operational</i>
<i>Performs diplomatic, political and public relations role</i>	<i>operational</i>
<i>Provides technical and limited financial support to the Contracting Parties</i>	<i>operational</i>
<i>Follows-up implementation of Convention and Protocols</i>	<i>operational</i>
<i>Prepares the biennial Programme Budget</i>	<i>operational</i>
<i>Acts as the UN Representative Office in Greece</i>	<i>operational</i>

Governance structure

Nature of institutional link to the United Nations: *Convention designates UNEP as Secretariat*

Nature of administrative link to the United Nations: *Administered by UNEP*

Governing Body:

Name of Body	<i>Conference of the Parties to the Barcelona Convention</i>
Number of Parties:	<i>22</i>
Composition of membership	<i>Primarily central ministries</i>
Periodicity/frequency of meetings:	<i>Biennial</i>

Subsidiary bodies (including technical bodies): 1

- Total number of meetings per year: 2

Total number of Convention, Protocol(s), Agreement(s) and Subsidiary bodies meeting days per year: 15

Reporting

Number of national reports required of Parties per year: 4

Offices

Secretariat location: *Athens*

Regional/Sub-regional/National presence: *5 Regional Activity Centres: Regional Emergency Oil Spill Response Centre (Malta); Regional Activity Centre for Specially Protected Areas (Tunis); Regional Activity Centre for Priority Action Programmes (Split, Croatia); Blue Plan Centre (Sophia Antipolis, France); Information and Communication Centre (Rome and Palermo, Italy).*

Staff (including secondments)

- Total: 28
- 35.7% professional and 64.3% general service
- Average number of consultant days per year: 200

Budgetary resources

Core resources:

- US\$ (indicate budget period) \$ 7,897,591(2006)
- 89.67% of total budget
- N/A % of core coming from UN regular budget

Supplementary (non-core/extra-budgetary):

- US\$ (indicate budget period) \$ 816,328 (2006)
- 10.33 % of total budget
- 100 % raised through earmarked trust funds

Sources of funds:

- 89.67 % Government
- % Foundation/NGO/private sector
- 10.33 % Other (specify: *E.C. , UNEP*)

8 % (2005) of total resources spent on conference arrangements for sessions (including staff travel) of the Convention/Protocol/subsidiary bodies

N/A% of total resources on normative/analytical activities

87 % (2005) of total resources spent at the regional level on operational/implementation activities (100 % of that spent on staff/consultants costs)

5 % (2005) of total resources spent at the country-level on operational/implementation activities (0% of that spent on staff/consultants costs)

Programme

Programming/budgetary cycles: *biennial*

Main financial mechanism: *Mediterranean Trust Fund (Contracting Parties' contributions), EC, Global Environment Facility, Mediterranean Environmental Technical Assistance Program*

Mechanisms for country-level implementation: *Mix*

Coordination mechanisms

Major collaborative mechanisms/activities: Title	Role
<i>UNEP Regional Seas Programme</i>	<i>Member</i>
<i>International Atomic Energy Agency</i>	<i>Observer</i>
<i>International Oceanographic Commission</i>	<i>Observer</i>
<i>Convention on Biological Diversity</i>	<i>Observer</i>
<i>UN Economic Commission for Europe</i>	<i>Observer</i>
<i>Ramsar Convention on Wetlands</i>	<i>Observer</i>

Convention Secretariat: *Convention on the Conservation of Antarctic Marine Living Resources*

FACT SHEET

Convention/Protocols/Agreements serviced (including date(s) of adoption and entry into force):
Convention on the Conservation of Antarctic Marine Living Resources (CCAMLR): entry into force 1982, as part of the Antarctic Treaty System, in pursuance of the provisions of Article IX of the Treaty.

Mission

Assist Contracting Parties to implement the CAMLR Convention to conserve Antarctic marine living resources south of the Antarctic Convergence and ensure their sustainable utilisation through precautionary and ecosystem management

Main functions	Nature of work
<i>Provide Secretariat Support for Members</i>	<i>Operational</i>
<i>Organise Annual Commission, Scientific Committee & Related Meetings</i>	<i>Operational</i>
<i>Receive/Archive Data & Information Essential to Achieving Above Mission</i>	<i>Operational/Analytical</i>

Governance structure

Nature of institutional link to the United Nations: *None*

Nature of administrative link to the United Nations: *None*

Governing Body:

Name of Body	<i>Commission</i>
Number of Parties:	<i>24 Members</i>
Composition of membership (which ministries):	<i>Mixed</i>
Periodicity/frequency of meetings:	<i>Annual</i>

Name of Body	<i>Scientific Committee</i>
Number of Parties:	<i>24</i>
Composition of membership (which ministries):	<i>Mixed</i>
Periodicity/frequency of meetings:	<i>Annual</i>

Subsidiary bodies (including technical bodies): *8*

- Total number of meetings per year: *10*

Total number of Convention, Protocol(s), Agreement(s) and Subsidiary bodies meeting days per year: *49*

Reporting

Number of national reports required of Parties per year: *1*

Offices

Secretariat location: *Hobart, Tasmania, Australia*

Regional/Sub-regional/National presence (type and location):

Staff (including secondments)

- Total: *25*
- *16%* professional and *84%* general service
- Average number of consultant days per year:

Budgetary resources

Core resources:

- US\$2.5 million (2006)
- 100% of total budget
- 0% of core coming from UN regular budget

Supplementary (non-core/extra-budgetary):

- US\$
- % of total budget
- 0% raised through earmarked trust funds

Sources of funds:

- 100% Member Countries

15% of total resources spent on conference arrangements for sessions (including staff travel) of the Convention/Protocol/subsidiary bodies

25% of total resources on normative/analytical activities

% of total resources spent at the regional level on operational/implementation activities (% of that spent on staff/consultants costs)

% of total resources spent at the country-level on operational/implementation activities (% of that spent on staff/consultants costs)

Programme

Programming/budgetary cycles (timing and duration): *Annual*

Main financial mechanism:

Mechanisms for country-level implementation: *through government*

Coordination mechanisms

Major collaborative mechanisms/activities: Title	Role
<i>Article XXIII of the Convention stipulates that, "the Commission and the Scientific Committee shall co-operate, as appropriate, with the Food and Agriculture Organisation of the United Nations and with other Specialised Agencies.</i>	
<i>Article XXIII of the Convention further stipulates that, "the Commission and the Scientific Committee shall seek to develop co-operative working relationships, as appropriate, with inter-governmental and nongovernmental organisations which could contribute to their work".</i>	

Convention Secretariat: *Long-range Transboundary Air Pollution*

FACT SHEET

Convention/Protocols/Agreements serviced (including date(s) of adoption and entry into force):

1. *Convention on Long-range Transboundary Air Pollution: adopted 13 November 1979/entered into force 16 March 1983*
2. *Protocol on Long-term Financing of EMEP: adopted 28 September 1984/entered into force 28 January 1988*
3. *Protocol on the Reduction of Sulphur Emissions: adopted 8 July 1985/entered into force 2 September 1987*
4. *Protocol on Control of Emissions of Nitrogen Oxides: adopted 31 October 1988/entered into force 14 February 1991*
5. *Protocol concerning the Control of Emissions of Volatile Organic Compounds: adopted 18 November 1991/entered into force 29 September 1997*
6. *Protocol on Further Reduction of Sulphur Emissions: adopted 14 June 1994/entered into force 5 August 1998*
7. *Protocol on Heavy Metals: adopted 24 June 1998/entered into force 29 December 2003*
8. *Protocol on Persistent Organic Pollutants: adopted 24 June 1998/entered into force 23 October 2003*
9. *Protocol to Abate Acidification, Eutrophication and Ground-level Ozone: adopted 30 November 1999/entered into force 17 May 2005.*

Mission

To implement action on behalf of UN Economic Commission for Europe (ECE) to protect man and his environment from the effects of air pollution and provide administrative support to the Contracting Parties in the implementation of the Convention and its Protocols in order to contribute to the sustainable development of all countries in the UNECE region by coordinating and facilitating the implementation of programmes and activities aimed at controlling and reducing air pollution.

Main functions	Nature of work
<i>Provides Secretarial functions to the Contracting Parties</i>	<i>operational</i>
<i>Organizes the annual meetings of the Contracting Parties</i>	<i>operational</i>
<i>Organizes the meetings of the Bureau three times yearly</i>	<i>operational</i>
<i>Organizes meetings of the three main subsidiary bodies yearly</i>	<i>operational</i>
<i>Servises Implementation Committee meetings and follows up on implementation</i>	<i>operational</i>
<i>Servises meetings of Task Forces and Expert Groups</i>	<i>operational</i>
<i>Maintains the Convention's trust funds and prepares budgets</i>	<i>operational</i>
<i>Oversees the Convention's EECCA action plan</i>	<i>operational</i>
<i>Performs diplomatic, political and public relations role</i>	<i>operational</i>
<i>Acts as the UNECE Representative on air pollution issues</i>	<i>operational</i>

Governance structure

Nature of institutional link to the United Nations: *Convention designates UNECE as secretariat.*

Instruments are open for accession to UNECE States

Nature of administrative link to the United Nations: *Administered by UNECE*

Governing Body:

Name of Body	<i>Executive Body</i>
Number of Parties:	<i>50</i>
Composition of membership (which ministries):	<i>Primarily central ministries</i>
Periodicity/frequency of meetings:	<i>Annual</i>

Name of Body	<i>Protocol governing bodies meet under Executive Body</i>
Number of Parties:	
Composition of membership	Select
Periodicity/frequency of meetings:	

Subsidiary bodies (including technical bodies): 21

- Total number of meetings per year: 29

Total number of Convention, Protocol(s), Agreement(s) and Subsidiary bodies meeting days per year: 30

Reporting

Number of national reports required of Parties per year: 2

Offices

Secretariat location: *Geneva*

Regional/Sub-regional/National presence (type and location):

Staff (including secondments)

- Total: 6
- 66% professional and 33% general service
- Average number of consultant days per year: 20

Budgetary resources

Core resources:

- US\$ 613,000 (2005)
- 84% of total budget
- 100% of core coming from UN regular budget (if relevant)

Supplementary (non-core/extra-budgetary):

- US\$ 113,000 (2005)
- 16% of total budget
- 100% raised through earmarked trust funds

Sources of funds:

- 100% Government

20% of total resources spent on conference arrangements for sessions (including staff travel) of the Convention/Protocol/subsidiary bodies

40% of total resources on normative/analytical activities

35% of total resources spent at the regional level on operational/implementation activities (100% of that spent on staff/consultants costs)

5% of total resources spent at the country-level on operational/implementation activities (70% of that spent on staff/consultants costs)

Programme

Programming/budgetary cycles (timing and duration): *annual*

Main financial mechanism: *UN*

Mechanisms for country-level implementation: *through government*

Coordination mechanisms

Major collaborative mechanisms/activities: Title	Role
<i>Stockholm Convention on POPs</i>	<i>Observer</i>
<i>Arctic Council</i>	<i>Observer</i>
<i>East Asian Acid Deposition Network</i>	<i>Observer</i>
<i>Arctic Monitoring and Assessment Programme</i>	<i>Observer</i>
<i>Global Atmosphere Pollution Forum</i>	<i>Member</i>

Convention Secretariat: Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters

FACT SHEET

Convention/Protocols/Agreements serviced (including date(s) of adoption and entry into force):

1. *Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters - Aarhus Convention: adopted 25 June 1998/entered into force 30 October 2001/amended 27 May 2005/amendment not yet in force*
2. *Protocol on Pollutant Release and Transfer Registers (PRTR): adopted 21 May 2003/not yet in force*

Mission

The Aarhus Convention grants the public rights and imposes on Parties and public authorities obligations regarding access to information, public participation and access to justice in environmental matters. These procedural rights and obligations are intended to contribute to the protection of the right of every person of present and future generations to live in an environment adequate to his/her health and well-being. The Convention's Protocol on PRTRs seeks to enhance public access to information through the establishment of coherent, nationwide pollutant release and transfer registers which are publicly accessible and cover releases and transfers of at least 86 listed pollutants, such as greenhouse gases, acid rain pollutants, ozone-depleting substances, heavy metals and certain carcinogens from industry and other sources.

Main functions	Nature of work
<i>Provides Secretarial functions to the Contracting Parties</i>	<i>Operational</i>
<i>Organizes meetings of the Contracting Parties every 2-3 years</i>	<i>Operational</i>
<i>Organizes meetings of Working Group of the Parties and Bureau</i>	<i>Operational</i>
<i>Services compliance mechanism/organizes quarterly Compliance Committee</i>	<i>Operational</i>
<i>Organizes meetings of the WG on PRTR and of various task forces</i>	<i>Operational; Analytical</i>
<i>Promotes capacity building, organizes meetings of capacity building partners</i>	<i>Operational; Analytical</i>
<i>Manages Aarhus Clearinghouse; conducts outreach and awareness raising</i>	<i>Operational</i>
<i>Provides secretarial support to the International PRTR Coordinating Group</i>	<i>Operational</i>
<i>Supports participation of civil society actors in implementation of Convention</i>	<i>Operational</i>
<i>Maintains Convention trust fund, prepares forecasts, reports on use of funds</i>	<i>Operational</i>

Governance structure

Nature of institutional link to the United Nations: *Convention and Protocol designate UNECE as Secretariat. Open to accession by all UN member States.*

Nature of administrative link to the United Nations: *Administered by UNECE*

Governing Bodies:

Name of Body	<i>Meeting of the Parties to the Aarhus Convention</i>
Number of Parties:	<i>39</i>
Composition of membership (which ministries):	<i>Primarily central ministries</i>
Periodicity/frequency of meetings:	<i>triennial</i>
Name of Body	<i>Working Group of the Parties</i>
Number of Parties:	<i>39</i>
Composition of membership (which ministries):	<i>Primarily central ministries</i>
Periodicity/frequency of meetings:	<i>annual</i>
Name of Body	<i>Bureau of the Meeting of the Parties</i>
Number of Parties:	<i>7</i>
Composition of membership (which ministries):	<i>Primarily central ministries</i>
Periodicity/frequency of meetings:	<i>3 per year</i>
Name of Body	<i>Compliance Committee</i>

Number of Parties:	<i>8 persons</i>
Periodicity/frequency of meetings:	<i>quarterly</i>
Name of Body	<i>PRTR Working Group</i>
Number of Parties:	<i>39</i>
Composition of membership (which ministries):	<i>Primarily central ministries</i>
Periodicity/frequency of meetings:	<i>4 in 3 years</i>
Name of Bodies	<i>Task Force on Access to Justice and Task Force on Electronic Tools</i>
Number of Parties:	<i>39</i>
Composition of membership (which ministries):	<i>Primarily central ministries</i>
Periodicity/frequency of meetings:	<i>1 per year (each)</i>

Subsidiary bodies (including technical bodies): 7 / Total number of meetings per year: 13

Total number of Convention, Protocol(s), Agreement(s) and Subsidiary bodies meeting days per year: 35

Reporting

Number of national reports required of Parties per year: *1 every three years*

Offices

Secretariat location: *Palais des Nations, Geneva*

Regional/Sub-regional/National presence (type and location): *N/A*

Staff (including secondments)

- Total: 6
- 67% professional and 33% general service
- Average number of consultant days per year: 80

Budgetary resources

Core resources:

- US\$250,000 (2005)
- 26% of total budget
- 100% of core coming from UN regular budget (if relevant)

Supplementary (non-core/extra-budgetary):

- US\$725,000 (2005)
- 74% of total budget
- 100% raised through earmarked trust funds

Sources of funds:

- 100% Government

60% of total resources spent on conference arrangements for sessions (including staff travel) of the Convention/Protocol/subsidiary bodies

30% of total resources on normative/analytical activities

10% of total resources spent at the regional level on operational/implementation activities (100% of that spent on staff/consultants costs)

0% of total resources spent at the country-level on operational/implementation activities

Programme

Programming/budgetary cycles (timing and duration): *tri-yearly (e.g. 2006-2008)*

Main financial mechanism: *Voluntary contributions by Parties and Signatories*

Mechanisms for country-level implementation: *Through UN, Government and NGOs*

Major collaborative mechanisms/activities: Title	Role
<i>Capacity Building Partnership Coordination Meeting</i>	<i>Lead / chair</i>
<i>International Pollutant Release and Transfer Registers Coordinating Group</i>	<i>Lead / chair</i>
<i>European ECO Forum (NGO umbrella coalition)</i>	<i>Observer</i>
<i>Partnership for Principle 10 (Type II Partnership, World Resources Institute)</i>	<i>Observer</i>
<i>EcoMundas (UNEP Environmental Information Network)</i>	<i>Observer</i>
<i>Green Spider Network (EU Environmental Information Communication Network)</i>	<i>Observer</i>
<i>Organization for Economic Cooperation and Development (OECD) PRTR Task Force</i>	<i>Observer</i>
<i>Strategic Approach to International Chemicals Management (SAICM)</i>	<i>Observer</i>
<i>Access Initiative</i>	<i>Observer</i>

Convention Secretariat: *Environmental Impact Assessment in a Transboundary Context*

FACT SHEET

Convention/Protocols/Agreements serviced (including date(s) of adoption and entry into force):

1. *Convention on Environmental Impact Assessment in a Transboundary Context*: adopted 25 February 1991/entered into force 10 September 1997
2. *Protocol on Strategic Environmental Assessment*: adopted 21 May 2003/not yet in force

Mission

To protect the environment by giving explicit consideration to environmental factors at an early stage in the decision-making process by applying environmental impact assessment, at all appropriate administrative levels, as a necessary tool to improve the quality of information presented to decision makers so that environmentally sound decisions can be made paying careful attention to minimizing significant adverse impact, particularly in a transboundary context.

Main functions	Nature of work
<i>Provides Secretariat functions to the Contracting Parties</i>	<i>Operational</i>
<i>Organizes and services meetings of the Contracting Parties every 3 years</i>	<i>Operational</i>
<i>Organizes and services meetings of the Working Group and the Bureau</i>	<i>Operational</i>
<i>Services meetings of the Implementation Committee</i>	<i>Operational</i>
<i>Assists in the development of legal(eg. bilateral agreements) and soft law</i>	<i>Normative</i>
<i>Promotes, developes and implements capacity building programmes</i>	<i>Operational, analytical</i>
<i>Assists countries in assessing their implementation progress</i>	<i>analytical</i>
<i>Manages the Convention Trust Fund/prepares budgets/fund raises/ reports</i>	<i>Operational</i>

Governance structure

Nature of institutional link to the United Nations: *Convention and Protocol designate UNECE as Secretariat. Open to accession to all UN member States*

Nature of administrative link to the United Nations: *Administered by UNECE*

Governing Body:

Name of Body	<i>Meeting of the Parties to the Espoo Convention</i>
Number of Parties:	<i>41</i>
Composition of membership (which ministries):	<i>Primarily central ministries</i>
Periodicity/frequency of meetings:	<i>Every 3 years</i>

Name of Body	<i>Working Group on EIA</i>
Number of Parties:	<i>41</i>
Composition of membership (which ministries):	<i>Primarily central ministries</i>
Periodicity/frequency of meetings:	<i>annual</i>

Name of Body	<i>Bureau of the Meeting of the Parties</i>
Number of Parties:	<i>8</i>
Composition of membership (which ministries):	<i>Primarily central ministries</i>
Periodicity/frequency of meetings:	<i>3 per year</i>

Name of Body	<i>Implementation Committee</i>
Number of Parties:	<i>8</i>
Composition of membership (which ministries):	<i>Primarily central ministries</i>
Periodicity/frequency of meetings:	<i>3 per year</i>

Subsidiary bodies (including technical bodies): 3

- Total number of meetings per year: 8

Total number of Convention, Protocol(s), Agreement(s) and Subsidiary bodies meeting days per year: 25

Reporting

Number of national reports required of Parties per year: *1 every 3 years*

Offices

Secretariat location: *Geneva*

Regional/Sub-regional/National presence (type and location):

Staff (including secondments)

- Total: 2,5
- 80% professional and 20% general service
- Average number of consultant days per year: 15

Budgetary resources

Core resources:

- US\$213,000.-(2005)
- 75% of total budget
- 100% of core coming from UN regular budget

Supplementary (non-core/extra-budgetary):

- US\$127,000.-(2005)
- 25% of total budget
- 100% raised through earmarked trust funds

Sources of funds:

- 100% Government

50% of total resources spent on conference arrangements for sessions (including staff travel) of the Convention/Protocol/subsidiary bodies

20% of total resources on normative/analytical activities

25% of total resources spent at the regional level on operational/implementation activities (100% of that spent on staff/consultants costs)

5% of total resources spent at the country-level on operational/implementation activities (100% of that spent on staff/consultants costs)

Programme

Programming/budgetary cycles (timing and duration): *every 3 years*

Main financial mechanism: *voluntary contributions by Parties and Signatories*

Mechanisms for country-level implementation: *Through UN, governments and NGOs*

Coordination mechanisms

Major collaborative mechanisms/activities: Title	Role
<i>UNEP Group on Caspian Sea Protocol</i>	<i>Observer</i>
<i>UNEP/REC Group on Integrated Assessment</i>	<i>Observer</i>

Convention Secretariat: *Convention on the Transboundary Effects of Industrial Accidents*

FACT SHEET

Convention/Protocols/Agreements serviced (including date(s) of adoption and entry into force):

1. *Convention on the Transboundary Effects of Industrial Accidents*: adopted 17 March 1992/entered into force 19 April 2000
2. *Protocol on Civil Liability and Compensation for Damage Caused by the Transboundary Effects of Industrial Accidents on Transboundary Waters*: adopted 21 May 2003/not yet in force

Mission

To protect human beings and the environment against industrial accidents by preventing them as far as possible, by reducing their frequency and severity and by mitigating their effects. To promote active international cooperation between the contracting Parties, before, during and after an industrial accident. To assist Parties to prevent industrial accidents that can have transboundary effects, to prepare for them and to respond to them. To encourage its Parties to help each other in the event of such an accident, to cooperate on research and development, and to share information and technology.

Main functions	Nature of work
<i>Provides secretarial functions to the contracting Parties</i>	<i>operational</i>
<i>Organizes and services meetings of the Conference of the Parties</i>	<i>operational</i>
<i>Organizes and services meetings of the Bureau and other subsidiary bodies</i>	<i>operational</i>
<i>Supports the implementation of the Convention</i>	<i>analytical/operational</i>
<i>Manages the implementation of an assistance programme for EECCA/SEE</i>	<i>operational</i>
<i>Participates in drawing up guidelines/good practices</i>	<i>normative</i>
<i>Manages the Convention's trust fund/prepares budgets/fund raises</i>	<i>operational</i>
<i>Performs diplomatic, political and public relations role</i>	<i>operational</i>
<i>Acts as UNECE focal point on technical disasters</i>	<i>operational</i>

Governance structure

Nature of institutional link to the United Nations: *Convention designates UNECE as secretariat*

Nature of administrative link to the United Nations: *Administered by UNECE*

Governing Body:

Name of Body	<i>Conference of the Parties</i>
Number of Parties:	<i>34</i>
Composition of membership (which ministries):	<i>Primarily central ministries</i>
Periodicity/frequency of meetings:	<i>annual/biennial</i>

Subsidiary bodies (including technical bodies): 5

- Total number of meetings per year: 7

Total number of Convention, Protocol(s), Agreement(s) and Subsidiary bodies meeting days per year: 15-17

Reporting

Number of national reports required of Parties per year: 1

Offices

Secretariat location: *Geneva*

Regional/Sub-regional/National presence (type and location):

Staff (including secondments)

- Total: 2.5
 - 80% professional and 20% general service
 - Average number of consultant days per year: 15
-

Budgetary resources

Core resources:

- US\$200,000 (2005)
- 60% of total budget
- 100% of core coming from UN regular budget

Supplementary (non-core/extra-budgetary):

- US\$130,000 (2005)
- 40% of total budget
- 100% raised through earmarked trust funds

Sources of funds:

- 100% Government

20% of total resources spent on conference arrangements for sessions (including staff travel) of the Convention/Protocol/subsidiary bodies

20% of total resources on normative/analytical activities

45% of total resources spent at the regional level on operational/implementation activities (100% of that spent on staff/consultants costs)

15% of total resources spent at the country-level on operational/implementation activities (100% of that spent on staff/consultants costs)

Programme

Programming/budgetary cycles (timing and duration): *biennial*

Main financial mechanism: *UN*

Mechanisms for country-level implementation: *through government*

Coordination mechanisms

Major collaborative mechanisms/activities: Title	Role
<i>EU Committee of Competent Authorities for the "Seveso II" Directive</i>	<i>Observer</i>
<i>OECD Working Group on Chemical Accidents</i>	<i>Observer</i>
<i>MoU with the Joint UNEP/OCHA Environment Unit</i>	<i>Member</i>

Convention Secretariat: *Convention on the Protection and Use of Transboundary Watercourses and International Lakes*

FACT SHEET

Convention/Protocols/Agreements serviced (including date(s) of adoption and entry into force):

1. *Convention on the Protection and Use of Transboundary Watercourses and International Lakes*: adopted 17 March 1992/entered into force 6 October 1996/amended 28 November 2003/amendments not yet in force
2. *Protocol on Water and Health*: adopted 19 June 1999/entered into force 4 August 2005
3. *Protocol on Civil Liability and Compensation for Damage Caused by the Transboundary Effects of Industrial Accidents on Transboundary Waters*: adopted 21 May 2003/not yet in force

Mission

Under the *Water Convention*, to provide support to countries in the sustainable management of transboundary waters and related ecosystems by preventing, controlling and reducing pollution, sharing water and its benefit, increasing cooperation and preventing conflicts. Under the *Protocol on Water and Health*, to support countries to provide safe drinking water and adequate sanitation to all and to reduce the outbreaks of water-related diseases. Under the *Civil Liability Protocol*, to support countries in the prevention of and compensation for damages to waters caused by industrial accidents.

Main functions	Nature of work
<i>Provide Secretariat functions to Meetings of the Parties and subsidiary bodies</i>	<i>operational</i>
<i>Assist in development of soft laws supporting the Convention and its protocols</i>	<i>normative</i>
<i>Develop and implement capacity building programmes for countries in transition</i>	<i>operational</i>
<i>Develop projects and support their implementation in countries in transition</i>	<i>operational</i>
<i>Assist countries in assessing their implementation progress</i>	<i>analytical</i>
<i>Establish partnerships with actors in UN, int.org, NGOs and private sector</i>	<i>operational</i>

Governance structure

Nature of institutional link to the United Nations: *Convention designates UNECE as Secretariat*

Nature of administrative link to the United Nations: *Administered by UNECE*

Governing Body:

Name of Body	<i>Meeting of the Parties to the Water Convention</i>
Number of Parties:	<i>35</i>
Composition of membership (which ministries):	<i>Primarily central ministries</i>
Periodicity/frequency of meetings:	<i>Every 3 years</i>
Name of Body	<i>Meeting of the Parties Protocol Water & Health</i>
Number of Parties:	<i>17</i>
Composition of membership (which ministries):	<i>Primarily central ministries</i>
Periodicity/frequency of meetings:	<i>Every 3 years</i>

Subsidiary bodies (including technical bodies): 9

- Total number of meetings per year: *1-2 per body*

Total number of Convention, Protocol(s), Agreement(s) and Subsidiary bodies meeting days per year: 35

Reporting

Number of national reports required of Parties per year: *1-2*

Offices

Secretariat location: *Geneva*

Regional/Sub-regional/National presence (type and location): *Regional*

Staff (including secondments)

- Total: 2.5
- 80% professional and 20% general service
- Average number of consultant days per year: 30

Budgetary resources

Core resources:

- US\$309,000 (2005)
- 77% of total budget
- 100 % of core coming from UN regular budget (if relevant)

Supplementary (non-core/extra-budgetary):

- US\$91,000 (2005)
- 23% of total budget
- 100% raised through earmarked trust funds

Sources of funds:

- 100 % Government

50% of total resources spent on conference arrangements for sessions (including staff travel) of the Convention/Protocol/subsidiary bodies

5% of total resources on normative/analytical activities

40 % of total resources spent at the regional level on operational/implementation activities (4 % of that spent on staff/consultants costs)

5 % of total resources spent at the country-level on operational/implementation activities (0% of that spent on staff/consultants costs)

Programme

Programming/budgetary cycles (timing and duration): *biennial*

Main financial mechanism:

Mechanisms for country-level implementation: *Through UN, Governments and NGOs*

Coordination mechanisms

Major collaborative mechanisms/activities: Title	Role
<i>UN-Water</i>	<i>Member</i>



**Governing Council
of the United Nations
Environment Programme**



Twenty-fourth session of the Governing Council/
Global Ministerial Environment Forum
Nairobi, 5–9 February 2007

**President's summary of the discussions by ministers and heads of
delegation at the twenty-fourth session of the Governing
Council/Global Ministerial Environment Forum of the United
Nations Environment Programme**

Summary

1. Ministers and heads of delegation from 140 United Nations Member States attending the twenty-fourth session of the United Nations Environment Programme (UNEP) Governing Council/Global Ministerial Environment Forum at UNEP headquarters in Nairobi from 5 to 9 February 2007 held ministerial consultations to discuss the themes of globalization and environment and United Nations reform. During those consultations, the ministers and heads of delegation put forward their views on how to maximize the opportunities arising from globalization and discussed how to be better prepared to face the challenges it posed. In addition, they took note of the United Nations reform activities currently under way and the emerging consensus in areas where forward movement appeared possible. The aim was to place on record their opinions on how progress should be made in those areas over the coming months and to set out options for achieving that goal.

2. The twenty-fourth session of the UNEP Governing Council/Global Ministerial Environment Forum was attended by a significant number of heads of United Nations bodies. They included: Mr. Kemal Dervis, Administrator of the United Nations Development Programme (UNDP); Mr. Francesco Frangialli, Secretary-General of the United Nations World Tourism Organization; Mr. Pascal Lamy, Director General of the World Trade Organization; Ms. Anna Tibaijuka, Director General of the United Nations Office at Nairobi and Executive Director of the United Nations Human Settlements Programme (UN-Habitat); and Mr. Kandeh Yumkella, Director General of the United Nations Industrial Development Organization (UNIDO).

3. The discussions were conducted under the leadership of the President of the Council/Forum, Mr. Roberto Dobles of Costa Rica, with the assistance of ministers and heads of delegation from Antigua and Barbuda, Argentina, Brazil, Burkina Faso, China, Congo, Cuba, Denmark, France, Germany, Hungary, India, Italy, Kenya, Latvia, Mexico, Norway, Panama, Philippines, Republic of Korea, Rwanda, Saudi Arabia, Sweden, Syrian Arab Republic, Thailand, Uganda, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania and United States of America.

4. In the panel and roundtable discussions which formed part of the ministerial consultations, the President of the Council/Forum was assisted by a number of distinguished scholars and leaders of civil society organizations. They included: Ms. E. Dano of the Third World Network; Mr. J. Gerber of the World Business Council for Sustainable Development; Mr. J. Leape of WWF International; Ms. J. Marton LeFevre of the World Conservation Union; Ms. J. McGlade of the European Environment Agency; Mr. J. Rockstrom of the Stockholm Environment Institute; Mr. G. Ryder of the International Trade Union Confederation; Mr. D. Runnalls of the International Institute for Sustainable Development; Mr. R. Ortiz-Menendez of the International Centre for Trade and

Sustainable Development; Ms. L. Tubiana of the Institute for Sustainable Development and International Relations (Institut du développement durable et des relations internationales (IDDRI)); and Mr. K. Otto-Zimmerman of the International Council for Local Environmental Initiatives – Local Governments for Sustainability.

5. The President of the Council/Forum also had the benefit of contributions by the co-chairs of the informal consultative process initiated by the President of the United Nations General Assembly on the institutional framework for United Nations environmental activities, Mr. Enrique Berruga and Mr. Peter Maurer. Also assisting the President in the plenary discussions were Mr. Y. de Boer, Executive Secretary of the United Nations Framework Convention on Climate Change; Mr. H. Diallo, Executive Secretary of the United Nations Convention to Combat Desertification in those Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa; and Mr. A. Djoghlaif, Executive Secretary of the Convention on Biological Diversity.

6. A new format for the ministerial consultations, introduced at the current session, facilitated exchanges between ministers and heads of delegation and contributed to a rich, wide-ranging and interactive dialogue. The format consisted of panellists introducing the broad contours of topics in plenary to set the stage for smaller, simultaneous roundtable discussions. Participants in the roundtable discussions then reported their conclusions in plenary and received feedback from a final group of panellists. The discussions underscored the need to develop a range of clear and specific policy options based on the activities outlined in the present document, in close collaboration with trade and environment ministers and with relevant international agencies and stakeholders, and to prepare options on the matter to be presented to the Council/Forum at its tenth special session, in 2008, for consideration by ministers. The discussions also underscored the need for greater precision in future deliberations on the United Nations environment reform exercise.

7. The present document is a summary of the rich and interactive dialogue among the ministers and other heads of delegations attending the meeting; it reflects the ideas presented and discussed rather than a consensus view of all points.

8. The present document is issued without formal editing.

I. Summary of ministerial discussions on globalization and environment

A. Context

1. Globalization in its many dimensions (economic, social, ecological, political, technological and cultural) has become one of the main defining trends of our times, with significant consequences for the environment. As globalization is unfolding alongside growing evidence of serious degradation of the world's ecosystems, it is increasingly urgent for policy-makers, business leaders and civil society to consider the implications of these converging trends and make sure that globalization works for the environment and human well-being for all.¹

2. The discussions on globalization and the environment were held both in plenary sessions through panel discussions and, for the first time in a session of the Governing Council/Global Ministerial Environment Forum, in smaller roundtable discussions. The objective of the panel presentations in the plenary and roundtable discussions was to encourage an open and frank discussion on the main challenges and opportunities globalization presents for environmental protection and sustainable development. The aim was to identify tangible ways of making globalization more environmentally sustainable. The new format worked very well and the ministers and heads of delegations, as reported in the plenary sessions, made full use of it.

B. Discussions in Plenary

3. The discussions in plenary began with a panel discussion entitled "Globalization and the environment in a reformed United Nations". The panellists talked about the need to incorporate environmental dimensions into measures of growth and development so as to ensure that trade, industry, and tourism all contribute to sustainable human development. The panelists underlined that economic globalization is a reality and that no country is in a position to resist it. We must therefore proactively respond to the environmental challenges that globalization poses and equip ourselves to benefit from it.

4. A second panel discussion entitled "Overview" the ministers and heads of delegation debated the need to correct market failures to internalize environmental costs and the potential for using payments for ecosystem services to help ensure that the environment is taken into account. It was felt

¹ Discussions were carried out in line with relevant UNEP legislative mandates that have a direct bearing on globalization and the environment (see UNEP/GC/24/11 for further details).

that UNEP could take on the challenge of developing methodologies and undertaking valuation of the environment to help support countries and inform trade and investment decisions at both the national and global levels. The next plenary panel, entitled “*Response options*”, focused on what the multilateral system can do to respond to the needs of countries. In a final plenary session entitled “*Feedback*” the urgency of international action involving all stakeholders and the critical role of UNEP in the current policy debates was highlighted.

5. These plenary discussions helped provide the context for the ministerial roundtables discussions, which looked in further detail at the challenges and opportunities presented by globalization and helped to identify some concrete opportunities, challenges and options for Governments, UNEP and the international community to consider.

6. Discussions centred on the twin notions that globalization poses both risks and opportunities for the achievement of sustainable development. The underlying assumption of the discussions was recognition of the value of minimizing the negative impacts while maximizing the positive effects of globalization.

C. Opportunities

7. Ministers noted that globalization creates and enhances many opportunities for better promotion of sustainable development, provided that it is well managed to optimize the positive effects and minimize associated risks. Among the opportunities identified were:

(a) **Poverty alleviation:** By contributing to economic development and thus the alleviation of poverty, economic globalization provides many countries with greater means for environmental protection. There is an increasing awareness among Governments and business that the degradation of ecosystem services has real economic costs and is constraining future development. This awareness provides environment ministers with an opportunity to engage economic and trade policy makers in constructing new policies for sustainable development. Many speakers observed that poverty and environmental problems are interlinked;

(b) **Harnessing market power:** Economic globalization allows individuals, Governments, companies and organizations to harness the power of companies and markets in the service of sustainable development. Tools for such integration include voluntary initiatives with the private sector, such as the Tour Operators Initiative of UNEP, the United Nations Educational, Social and Cultural Organization the United Nations World Tourism Organization, mechanisms for drawing on the power of consumers, such as certification schemes and valuation of and payments for ecosystem services. It was pointed out, however, that payment for ecosystem services is but the obverse of “polluter pays” and that the question of who pays and who receives should be resolved in relation to legitimate entitlements to environmental resources. A globalized economy also provides a larger market for environmental goods and services, which provides greater incentives for their development and production and greater possibilities for their dissemination;

(c) **Environmental technology transfer:** Another benefit of economic globalization lies in the possibility of easier and more widespread distribution of environmentally sound technologies. The need to promote research and development in clean technologies and a new compact on intellectual property rights to enhance dissemination of the same was stressed;

(d) **Enhanced communication possibilities:** International communication has become a very efficient and rapid tool, creating many channels for the distribution of environmental information. Better communication tools allow stakeholders interested in protecting the environment to work together more efficiently and effectively, for example in public-private-civil society partnerships.

D. Challenges

8. While acknowledging the myriad opportunities presented by globalization, ministers also agreed that globalization entails potential challenges to the achievement of sustainable development goals. Among the risks identified were:

(a) **Uncontrolled growth in the context of inadequate governance:** Economic globalization can lead to rapid development in different industry sectors. Particularly for sectors that have strong environmental impacts, such growth can pose problems if it is not well managed, such as where environmental governance, including laws and regulations, has not kept pace with economic globalization. While the “polluter pays” principle needs to be emphasized, harmonization of standards may force unacceptable economic and social costs for developing countries. Common but differentiated responsibilities were recognized;

(b) **Competitiveness problems:** Unfair competition in the market place owing to a lack of internalization of environmental costs and subsidies is exacerbated by economic globalization. If one community acts sustainably and another does not, the passive one may have an economic advantage.

There is a need for a multilateral response to globalization to ensure a level playing field. In setting environmental standards and norms efforts should be made to ensure that competition is not impeded and that the public is informed of the scientific basis of the risks to be addressed and that due consultations are carried out with trade partners and relevant stakeholders;

(c) **Rising energy demand and climate change:** The livelihoods of the poor are most at risk in the face of environmental impacts like climate change linked with growing transport and travel and rising energy use. This increased demand for energy, especially biofuels, may have negative consequences for biodiversity and ecosystems if not properly managed;

(d) **Spread of invasive species:** The tremendous increase in the flow of goods and people has led to an accelerated introduction of invasive species throughout the world;

(e) **Spread of consumerism and the loss of cultural diversity:** Economic globalization promotes standard patterns of consumption. The rapid dissemination of information made possible through globalization enables global actors to spread information, including marketing efforts, around the world. There is a concern that without an approach to maintaining traditional knowledge, globalization will lead to a decrease in cultural diversity. Increased consumption worldwide can lead to a proliferation of waste;

(f) **Concentration of power, information and financial resources:** The benefits of globalization, and its attendant economic development, do not always reach local communities. Economic globalization and the globalization of knowledge can widen the gap between the rich and the dispossessed (within and between nations). Local communities and civil society must be linked to the ongoing globalization process. In this context the empowerment of women as key players in small scale economic activities should be further pursued.

E. Options for action

9. Ministers presented and discussed various options for action for consideration by Governments, UNEP and the international community. The options enumerated below reflect views expressed during the discussions. Their inclusion does not mean that they are without controversy or that each option has been fully considered by each Government. They provide for Governments, UNEP and the international community a fertile source of ideas from which to undertake further exploration.

1. Actions by Governments

10. Possible actions by Governments include:

(a) **Policy coherence and integration:** Promote coherence between national environment, trade and sectoral (e.g., agriculture) ministries. Integrate environmental considerations into national development and poverty reduction strategies, trade negotiations and implementation and governmental and institutional bilateral assistance policies. Redirection of resources from the Millennium Development Goals agenda to the environment, a zero sum game between the environment and poverty alleviation, is not the way forward. Ensure decisions adopted in various international negotiating forums are consistent to avoid potential conflicts;

(b) **National governance:** Identify national environmental policy-making priorities in order to ensure adequate resources for implementation. Developed countries should provide leadership to ensure globalization contributes to sustainable development;

(c) **Environmentally friendly technologies:** Provide economic incentives and increased investment in research and development for environmentally friendly technologies. Promote the involvement of business and the financial sector in the development of these technologies;

(d) **Economic instruments and valuation:** Promote valuation of ecosystem services, greater use of green accounting (satellite) techniques and life-cycle analysis. Consider indicators such as quality of life, education, and health, not only gross domestic product, when measuring levels of development. Reduce or eliminate subsidies that distort prices of natural resources and adopt the polluter pays principle. Support the use of market-based mechanisms and consumer information;

(e) **Impact assessment:** Develop and implement tools for impact assessments at the national level. Strengthen and ensure public participation in this process;

(f) **Public and private sector:** Encourage public-private partnerships to promote sustainable development. Identify creative means for turning environmental protection into economic gain, such as businesses focused on environmentally-friendly consumption and production. Encourage industries to take voluntary measures to introduce more sustainable patterns of production. Understand, however, the limitations of private sector initiatives and ensure implementation of strong public sector rules and institutions;

(g) **Others:** Ensure full implementation of multilateral environmental agreements in word and deed. Reform national energy policies. Involve civil society in efforts to promote environmental sustainability. Design an educational system that reflects the long-term objectives of sustainable development. Develop systems that preserve and stock information using traditional knowledge and experience to ensure it is not lost in a rapidly globalizing world.

2. **Actions by UNEP**

11. There was widespread agreement that UNEP has an important role to play in helping countries seize environmental opportunities and minimize risks of globalization. Many of the roundtables proposed that UNEP be strengthened, especially to enable it to deal with the environmental implications of globalization. Some expressed support for further exploring proposals to transform UNEP into a specialized agency, while others preferred that UNEP be strengthened as it retains its present structure. Yet others felt that strengthening UNEP would make it more effective in implementation of its mandate. All agreed that greater financial resources would be required for the various suggested initiatives listed above. Specific ideas to emerge from the roundtables for possible UNEP follow up and future considerations by the Governing Council include:

(a) **Linkages:** Explore and develop a conceptual framework on the linkages between globalization, ecosystem services, human well-being, fairness and equity, possibly through an informal consultative process involving Governments, civil society, the private sector and relevant international organizations;

(b) **Trade and environment:** Contribute substantively to the dialogue on global trade to help shape trade-related rules and institutions which affect the environment. Work with the World Trade Organization on the mutual supportiveness of trade and environment, i.e., the benefits of environment for trade and the benefits of trade for environment;

(c) **Economic instruments:** Promote the use of incentive measures and market mechanisms to steer production and consumption patterns towards environmental sustainability. Strengthen work on promoting economic instruments (such as environmental accounting and fiscal policy) for environmental protection and sustainable investments. Develop criteria for internalizing environmental costs (pricing), identify barriers for internalization of costs and support developing countries (and others) in the application of such criteria;

(d) **Ecosystem services:** Provide guidance and support to Governments on the payment for and valuation of ecosystem services. Consolidate valuation methodologies and techniques and undertake valuation of natural resources at the global and national levels. Improve integration of ecosystem services in national development processes and poverty reduction strategies;

(e) **Capacity-building and technology transfer:** Strengthen the capacities of ministries of environment to help them in their dialogue with other ministries and sectors. Promote the transfer of environmentally sound technologies, including both clean and efficient technologies. Identify environmental friendly technologies at the global level and support their implementation at the national level, ensuring a balanced mix of modern and traditional knowledge and technology. These could be undertaken as part of the implementation of the Bali Strategic Plan for Technology Support and Capacity-building;

(f) **Partnerships:** Facilitate the exchange of knowledge and experience between countries by creating a network of institutions. Establish new mechanisms for information exchange, advisory services and collaboration between UNEP and other relevant forums to assist in mainstreaming environmental considerations in intergovernmental deliberations;

(g) **Policy guidance:** Provide guidance in outlining a set of principles for sustainable outsourcing, investing and trading in a globalized world (in collaboration with relevant agencies and other relevant stakeholders including the private sector) for industry and large corporations to guide their interventions and investments in developing countries. Monitor and evaluate existing global environmental objectives and actions;

(h) **Multilateral environmental agreements:** Promote coordination and collaboration between multilateral environmental agreements to maximize the use of resources and achieve synergies. Support effective implementation of multilateral environmental agreements at the national level;

(i) **Way forward:** A number of countries suggested that the UNEP Executive Director develop a range of clear and specific policy options based on the activities outlined above in close collaboration with ministers of environment and trade and with relevant international agencies and stakeholders and prepare options on this matter and present these to the special session of the Governing Council/Global Ministerial Environment Forum in 2008 for the consideration of ministers.

3. Actions by the international community

12. Possible actions by the international community include:

(a) **International coordination among intergovernmental organizations:** Promote coherence and coordination between international organizations working on issues related to sustainable development (UNEP, UNDP, the World Trade Organization, the United Nations Conference on Trade and Development, UN-Habitat, the Food and Agriculture Organization of the United Nations, UNIDO). Establish new mechanisms for information exchange, advisory services and collaboration among international organizations to assist in mainstreaming environmental considerations in intergovernmental deliberations and implementation processes. Strengthen and revitalize international organizations in order to facilitate and promote inter-sectoral dialogue in national Governments. Strengthen enforcement and compliance mechanisms of multilateral environmental agreements;

(b) **Governance:** Strengthen international environmental governance to respond to globalization processes and to ensure greater parity among international organizations promoting sustainable development (e.g. multilateral environmental agreements and the World Trade Organization). Invite the United Nations Secretary-General to include globalization issues in the current international environmental governance discussions;

(c) **Other issues:** Develop both technologies and technology transfer mechanisms relevant to least developed countries, as well as capacity-building activities to support such technology transfer.

II. Summary of ministerial consultations on United Nations reform

13. Ministers presented and discussed various options for action for consideration by Governments, UNEP and the international community. The options enumerated below reflect views expressed during the discussions. Their inclusion does not mean that they are without controversy or that each option has been fully considered by each Government. They provide for Governments, UNEP and the international community a fertile source of ideas from which to undertake further exploration.

A. Context

14. The current discussions on environmental governance take place in the framework of United Nations reform measures approved by heads of State and Government in the 2005 World Summit Outcome. Paragraph 169 of the Outcome document sets out areas for further reflection on the current institutional framework of United Nations environment work. These areas include: 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.

15. The General Assembly established an informal consultative process to consider these areas, which commenced in March 2006. At the same time the Secretary General, as mandated by paragraph 169, convened a High-level Panel on System Wide Coherence in the areas of development, humanitarian assistance and the environment. The report of the Panel has been transmitted to the General Assembly, but has yet to be considered.

16. The informal consultative process in the General Assembly culminated in a co-chairs summary which has formed the basis for further consultations that commenced in January 2007. The backdrop to the discussions on improved environmental governance finds its genesis in the "Cartagena Outcome" contained in UNEP Governing Council decision SS.VII/1 on international environmental governance, adopted in February 2002.

17. The aim of the panel and roundtable discussions at the current session was to provide further impetus to implementation of the Bali Strategic Plan and UNEP partnerships with other United Nations system entities, as well as to provide input to the ongoing and forthcoming discussions in the General Assembly.

B. Plenary sessions

18. The discussion commenced in a plenary session entitled "Overview", with an introduction by one of the co-chairs of the General Assembly informal consultative process, following which panellists from Germany, India and the United States of America intervened. It was emphasized that environmental challenges needed to be integrated into development planning and economic strategies. Implementation of the Bali Strategic Plan would assist in this regard, as would encouraging new partnerships between UNEP, UNDP, UNIDO and others in the United Nations system.

19. Support was expressed for a reformed United Nations institution for the environment as well as for an increase in its financial resources. Complex, growing and interlinked environmental challenges

urgently require coordinated responses, including in policy sectors other than environment. A variety of measures were discussed, including better coordination among the institutions currently involved in the environment, more cooperation with multilateral agencies with economic and developmental mandates, strengthening UNEP or upgrading it into a specialized agency with the commensurate authority to foster better coordination, and the establishment of a new United Nations environment organization. The introductory plenary session set the stage for six ministerial round table discussions that explored the challenges, opportunities and possible improvements with respect to environmental governance.

20. At a concluding plenary session, entitled “Feedback”, ministers and heads of delegation heard from a number of panellists including ministers from Congo, Norway and the United Kingdom of Great Britain and Northern Ireland, as well as representatives from WWF International, IDDRI and the Third World Network. They pointed out that the urgency and magnitude of environmental problems had outgrown the capacity of existing institutions and that meant that a United Nations environment organization or a strengthened UNEP was necessary. It was underscored that the Secretary General of the United Nations should take urgent steps to advance this process in the United Nations General Assembly. It was mentioned that a reformed United Nations institution for the environment should have closer relations with the World Bank and the World Trade Organization. In reference to the report of the High-level Panel on System Wide Coherence in the areas of development, humanitarian assistance and the environment, it was suggested that UNEP should co-chair the proposed sustainable development board.

21. It was further stressed that United Nations reform should provide greater opportunities for developing countries and civil society to contribute more towards international governance. The United Nations must reflect the current reality that its vast membership is from the developing countries and therefore must ensure that its governance structures and decision making respond to this reality.

C. Challenges

22. There was wide agreement that while the international community had created a variety of bodies to deal with environmental issues, deterioration of natural resources had not been successfully halted or reversed. Uncoordinated approaches at the global, regional and national levels, as well as duplication and fragmentation of mandates, had exacerbated this situation.

23. Lack of coordination was not limited to the United Nations system, but also involved Governments, the private sector and civil society. In the United Nations system the respective mandates of the various agencies, funds and programmes should be better coordinated.

24. There is increased recognition that environmental issues are interlinked not only with development and sustainable economic growth, but also with trade, agriculture, health, peace and security and that these interlinkages increased the need for global environmental leadership.

25. While UNEP, as the environmental pillar of the United Nations system, has achieved important results in discharging its mandate, a lack of sufficient and stable funding has hampered its ability to address emerging threats. The magnitude and severity of environmental challenges in relation to climate change, biodiversity loss and the degradation of ecosystem services threaten to overwhelm the United Nations response and are already constraining prospects for economic development in many countries and regions.

26. The need for predictable resources for UNEP to effectively fulfil its mandate and the expectations of the international community was, however, only one problem that needed to be addressed. With regard to the Global Environment Facility, the roles of the implementing agencies required more attention, as did the relationship between UNEP, UNDP and the World Bank on the one hand and the multilateral environmental agreements on the other.

27. Mainstreaming gender in addressing environmental deterioration continued to present a challenge, as did equity concerns relating to costs associated with the negative impacts of unsustainable management of the environment. These areas require further reflection.

28. With regard to changes to the institutional structures that deal with the environment, a number of countries said that there was a need to discuss the issue of the restructuring of UNEP based on a detailed proposal with the basic elements required to strengthen global environmental governance, including various options and with specific reference to the role of UNEP, and that such a detailed proposal should be formulated for consideration by Governments.

29. There is often a lack of coordination among relevant government ministries with responsibility for the environment at the national level. Implementation of multilateral environmental agreement obligations at the domestic level is often hampered by a lack of capacity. Many Governments feel burdened by a proliferation of reporting requirements, a drain on technical expertise and a multitude of international meetings.

D. Opportunities

30. The current United Nations reform process presented an opportunity for strengthening United Nations environmental activities; options for reforming or upgrading UNEP should be seen in this context. A steady increase in the political attention being accorded to the environment has supported this process and there is growing recognition that environmental sustainability can not be de-linked from sustainable development and economic growth. Mainstreaming the environment across other sectors, and in the process enhancing the role of environment ministries, would allow such integration.

31. The view was expressed that there was a need for greater effectiveness in disseminating existing knowledge available in scientific institutions and for UNEP to improve its scientific base, as well as its monitoring, assessment and early warning capacity. UNEP should also expand its partnerships with the private sector and civil society and incorporate results-based management.

32. Full implementation of the Bali Strategic Plan was stressed as a vehicle to assist developing countries in building their capacities to address environmental challenges. This would require additional funding and an emphasis on partnerships between UNEP, the United Nations system and other relevant stakeholders.

33. Strong support was expressed for the increase in cooperation between UNEP and UNDP, as it would address requests for UNEP to have an operational capacity and enhance effectiveness in environmental capacity-building. The ongoing pilot programmes jointly undertaken by UNEP and UNDP could be expanded to tackle complex subregional environmental challenges.

34. Some suggestions focused on the need for UNEP to have a country presence on a temporary basis as required or through UNDP representation. It was also proposed that United Nations resident coordinators should ensure joint programming and full integration of environmental dimensions in project activities.

E. Possible options/improvements for environmental governance

35. Proposals were made for UNEP to receive greater political authority and for it to have the ability better to coordinate global responses to environmental threats and regional and national implementation. Some suggestions related to an enhanced role for UNEP as the United Nations authority on environment in increasing the coherence of the implementation of multilateral environmental agreements at the national level, while its regional offices could be strengthened better to take into account regional environmental needs. Some suggestions focused on UNEP establishing regional centres for capacity-building and technology transfer.

36. Various ideas were voiced on whether clustering of multilateral environmental agreements could bring about synergies and coherence. These ranged from sectoral clustering to administrative improvements. Some suggestions centred on the role that UNEP could play in ensuring programmatic interlinkages and synergies among multilateral environmental agreements, while proposals were also made that would require the governing bodies of multilateral environmental agreements to explore the frequency of meetings, rationalization of knowledge management and the development of a consistent and methodological approach to enforcement and compliance measures.

37. With regard to improving institutional structures it was widely agreed that any new or improved entity should be based in Nairobi and should build on the current strengths of UNEP. Some suggestions favoured the strengthening of UNEP within its current mandate, while there was significant support for upgrading UNEP to a specialized agency. With regard to the proposal to establish a United Nations environment organization, however, a divergence of opinions persists.

38. While some are of the view that such an organization could provide better political guidance, legitimacy and effective coordination, others remain unconvinced that it is necessary or desirable, that funding for a new institution would be at higher levels than UNEP has at present or that it would ensure efficiencies. Continued discussions on the possible establishment of a United Nations environment organization, which would also be part of the United Nations system, should not detract from the current need to strengthen UNEP. In that regard it was important to elucidate the functions required to be delivered before agreeing on the form that any such institution might take. Other views expressed took into account the various mandates that exist in the field of the environment and the possibility that an umbrella type arrangement could facilitate synergies, coordination and inter-linkages. A reformed or upgraded UNEP could fulfil this role.

39. Discussions have demonstrated the need for greater precision in the future deliberations on the United Nations environment reform exercise. In that regard ministers took note of the growing consensus in areas where forward movement is possible and options for such progress to be developed in the next several months. They also undertook, as stewards of environmental sustainability in their respective countries, to provide leadership and proposals for taking the United Nations reform process forward. A number of countries requested that the Executive Director assist them through regional and other mechanisms in obtaining relevant information to enable them to engage meaningfully in efforts to strengthen UNEP.



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Resolution adopted by the General Assembly

[on the report of the Second Committee (A/60/488)]

60/189. Report of the Governing Council of the United Nations Environment Programme on its twenty-third session

The General Assembly,

Recalling its resolutions 2997 (XXVII) of 15 December 1972, 53/242 of 28 July 1999, 56/193 of 21 December 2001, 57/251 of 20 December 2002, 58/209 of 23 December 2003 and 59/226 of 22 December 2004,

Taking into account Agenda 21¹ and the Plan of Implementation of the World Summit on Sustainable Development (“Johannesburg Plan of Implementation”),²

Reaffirming the role of the United Nations Environment Programme as the principal body within the United Nations system in the field of environment, which should take into account, within its mandate, the sustainable development needs of developing countries, as well as countries with economies in transition,

Reaffirming also that capacity-building and technology support to developing countries, as well as countries with economies in transition, in environment-related fields are important components of the work of the United Nations Environment Programme,

1. *Takes note* of the report of the Governing Council of the United Nations Environment Programme at its twenty-third session³ and the decisions contained therein;

2. *Notes* that the Governing Council, at its twenty-third session, discussed all components of the recommendations on international environmental governance as contained in its decision SS.VII/1,⁴ and notes also that reporting on international environmental governance is included in the agenda of its ninth special session;

¹ *Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3–14 June 1992*, vol. 1, *Resolutions Adopted by the Conference* (United Nations publication, Sales No. E.93.I.8 and corrigendum), resolution 1, annex II.

² *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.

³ *Official Records of the General Assembly, Sixtieth Session, Supplement No. 25* and addendum (A/60/25 and Add.1).

⁴ *Ibid.*, *Fifty-seventh Session, Supplement No. 25* (A/57/25), annex I.

3. *Welcomes* the adoption of the Bali Strategic Plan for Technology Support and Capacity-building,⁵ calls for the intensification of ongoing efforts to implement the Plan with regard both to mobilizing adequate resources, from all sources, as well as the strengthening of cooperation between the United Nations Environment Programme and other stakeholders, based on their comparative advantages, and invites Governments and other stakeholders in a position to do so to provide the necessary funding and technical assistance for its full implementation;

4. *Also welcomes* the continued efforts by the United Nations Environment Programme through the joint United Nations Environment Programme/Office for the Coordination of Humanitarian Affairs Environment Unit, taking into account the respective mandates of relevant United Nations entities towards the strengthening of environmental emergency response and disaster prevention, preparedness and early warning systems;

5. *Emphasizes* the need for the United Nations Environment Programme, within its mandate, to further contribute to sustainable development programmes, the implementation of Agenda 21¹ and the Johannesburg Plan of Implementation² at all levels and to the work of the Commission on Sustainable Development, bearing in mind the mandate of the Commission;

6. *Recognizes* the need to strengthen the scientific base of the United Nations Environment Programme, as recommended by the intergovernmental consultation on strengthening the scientific base of the Programme, including the reinforcement of the scientific capacity of developing countries, as well as countries with economies in transition, including through the provision of adequate financial resources;

7. *Recalls* the resolve of Member States to promote the sound management of chemicals and hazardous wastes throughout their life cycle, in accordance with Agenda 21 and the Johannesburg Plan of Implementation, aiming to achieve that by 2020 chemicals are used and produced in ways that lead to the minimization of significant adverse effects on human health and the environment using transparent and science-based risk assessment and risk management procedure, by adopting and implementing a voluntary strategic approach to international management of chemicals, and to support developing countries in strengthening their capacity for the sound management of chemicals and hazardous wastes by providing technical and financial assistance, as appropriate;

8. *Calls upon* the United Nations Environment Programme to continue within its mandate its activities related to small island developing States, in pursuance of the outcome of the International Meeting to Review the Implementation of the Programme of Action for the Sustainable Development of Small Island Developing States, held in Port Louis from 10 to 14 January 2005;⁶

9. *Emphasizes* the need to further enhance coordination and cooperation among the relevant United Nations organizations in the promotion of the environmental dimension of sustainable development, and welcomes the continued active participation of the United Nations Environment Programme in the United Nations Development Group;

10. *Welcomes* the progress made in the implementation of the provisions of section III.B. of the appendix to decision SS.VII/1 of the Governing Council on

⁵ UNEP/GC.23/6/Add.1 and Corr.1, annex.

⁶ *Report of the International Meeting to Review the Implementation of the Programme of Action for the Sustainable Development of Small Island Developing States, Port Louis, Mauritius, 10–14 January 2005* (United Nations publication, Sales No. E.05.II.A.4 and corrigendum), chap. I, resolution 1, annex II.

strengthening the role and financial situation of the United Nations Environment Programme, including the significant broadening of the donor base and increasing total contributions to the Environment Fund, and in this regard notes that the Governing Council will review the implementation of those provisions at its twenty-fourth session;

11. *Reiterates* the need for stable, adequate and predictable financial resources for the United Nations Environment Programme, and, in accordance with resolution 2997 (XXVII), underlines the need to consider the adequate reflection of all administrative and management costs of the Programme in the context of the United Nations regular budget;

12. *Emphasizes* the importance of the Nairobi headquarters location of the United Nations Environment Programme, and requests the Secretary-General to keep the resource needs of the Programme and the United Nations Office at Nairobi under review so as to permit the delivery, in an effective manner, of necessary services to the Programme and to the other United Nations organs and organizations in Nairobi;

13. *Decides* to include in the provisional agenda of its sixty-first session, under the item entitled “Sustainable development”, a sub-item entitled “Report of the Governing Council of the United Nations Environment Programme on its ninth special session”.

*68th plenary meeting
22 December 2005*



General Assembly

Distr.: General
14 February 2005

Fifty-ninth session
Agenda item 85

Resolution adopted by the General Assembly

[on the report of the Second Committee (A/59/483)]

59/226. Report of the Governing Council of the United Nations Environment Programme on its eighth special session

The General Assembly,

Recalling its resolutions 2997 (XXVII) of 15 December 1972, 53/242 of 28 July 1999, 56/193 of 21 December 2001, 57/251 of 20 December 2002 and 58/209 of 23 December 2003,

Taking into account Agenda 21¹ and the Plan of Implementation of the World Summit on Sustainable Development (“Johannesburg Plan of Implementation”),²

Reaffirming the role of the United Nations Environment Programme as the principal body within the United Nations system in the field of environment, which should take into account, within its mandate, the sustainable development needs of developing countries as well as countries with economies in transition,

Recalling the provisions of the Johannesburg Plan of Implementation³ on the full implementation of the outcomes of the decision on international environmental governance adopted by the Governing Council of the United Nations Environment Programme at its seventh special session,⁴

Reiterating the need to ensure that capacity-building and technology support to developing countries, as well as countries with economies in transition, in environment-related fields, remain important components of the work of the United Nations Environment Programme, and noting in this regard the ongoing work of the High-level Open-ended Intergovernmental Working Group to prepare an intergovernmental strategic plan for technology support and capacity-building,

Recalling its resolutions 57/251 and 58/209, by which Member States, the Governing Council and the relevant bodies of the United Nations system were

¹ *Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3–14 June 1992* (United Nations publication, Sales No. E.93.I.8 and corrigenda), vol. I: *Resolutions adopted by the Conference*, resolution 1, annex II.

² *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.

³ *Ibid.*, para. 140 (d).

⁴ *Official Records of the General Assembly, Fifty-seventh Session, Supplement No. 25 (A/57/25)*, annex I, decision SS.VII/1.

encouraged to submit their comments, in a timely manner, on the important but complex issue of establishing universal membership of the Governing Council/Global Ministerial Environment Forum, including its legal, political, institutional, financial and system-wide implications, in order to contribute to the report of the Secretary-General to be submitted to the General Assembly for consideration before its sixtieth session,

1. *Takes note* of the report of the Governing Council of the United Nations Environment Programme on its eighth special session⁵ and the decisions contained therein;

2. *Also takes note* of the report of the Secretary-General submitted pursuant to its resolutions 57/251 and 58/209;⁶

3. *Notes* that the Governing Council, at its eighth special session, discussed all components of the recommendations on international environmental governance, as contained in its decision SS.VII/1,⁴ and notes the continued discussion scheduled for its twenty-third session;

4. *Emphasizes* the need for the United Nations Environment Programme, within its mandate, to further contribute to sustainable development programmes, the implementation of Agenda 21¹ and the Johannesburg Plan of Implementation² at all levels and to the work of the Commission on Sustainable Development, bearing in mind the mandate of the Commission on Sustainable Development;

5. *Calls upon* all countries to further engage in the negotiations of the intergovernmental strategic plan for technology support and capacity-building with a view to its adoption at the twenty-third session of the Governing Council, in February 2005;

6. *Notes* the differences in the views expressed so far on the important but complex issue of establishing universal membership for the Governing Council/Global Ministerial Environment Forum, notes also the upcoming consideration of the question of universal membership by the Council/Forum at its twenty-third session, encourages Member States, the Governing Council and the relevant bodies of the United Nations system that have not yet done so to submit their comments to the Secretariat on the important but complex issue of establishing universal membership for the Council/Forum, including the legal, political, institutional, financial and system-wide implications, as their contribution to the report of the Secretary-General and requests the Secretary-General to submit a report incorporating those views to the Assembly for consideration at its sixty-first session;

7. *Emphasizes* the need to further enhance coordination and cooperation among the relevant United Nations organizations in the promotion of the environmental dimension of sustainable development, and in this respect welcomes the continued participation of the United Nations Environment Programme in the United Nations Development Group;

8. *Calls upon* the United Nations Environment Programme to continue to contribute, within its mandate and as a member of the Inter-Agency Task Force, to the preparations for the International Meeting to Review the Implementation of the

⁵ Ibid., *Fifty-ninth Session, Supplement No. 25 (A/59/25)*.

⁶ A/59/262.

Programme of Action for the Sustainable Development of Small Island Developing States, to be held in Mauritius from 10 to 14 January 2005;⁷

9. *Notes* the decision of the Governing Council to discuss at its twenty-third session issues related to domestic, industrial and hazardous waste management, in particular regarding capacity-building and technology support,⁸ and, in that context, to consider innovative ways of mobilizing financial resources from all appropriate sources to support the efforts of developing countries and countries with economies in transition in this area;

10. *Also notes* the decision of the Governing Council to review at its twenty-third session the implementation of the conclusions and recommendations contained in the report of the intergovernmental consultation on the strengthening of the scientific base of the United Nations Environment Programme;⁹

11. *Reiterates* the need for stable, adequate and predictable financial resources for the United Nations Environment Programme, and in accordance with resolution 2997 (XXVII) underlines the need to consider the adequate reflection of all administrative and management costs of the Environment Programme in the context of the United Nations regular budget;

12. *Welcomes* the progress made in the implementation of the provisions of section III.B. of the appendix to decision SS.VII/1 of the Governing Council on strengthening the role and financial situation of the United Nations Environment Programme, including the significant broadening of the donor base and increasing total contributions to the Environment Fund,⁴ and, in this regard, notes that the Governing Council will review the implementation of those provisions at its twenty-third session;

13. *Requests* the Secretary-General to keep the resource needs of the United Nations Environment Programme and the United Nations Office at Nairobi under review so as to permit the delivery, in an effective manner, of necessary services to the Environment Programme and to the other United Nations organs and organizations in Nairobi.

*75th plenary meeting
22 December 2004*

⁷ See resolution 57/262.

⁸ *Official Records of the General Assembly, Fifty-ninth Session, Supplement No. 25 (A/59/25)*, annex I, decision SS.VIII/4.

⁹ *Ibid.*, decision SS.VIII/1, sect. II.



General Assembly

Distr.: General
13 February 2004

Fifty-eighth session
Agenda item 94

Resolution adopted by the General Assembly

[on the report of the Second Committee (A/58/484/Add.8)]

58/209. Report of the Governing Council of the United Nations Environment Programme on its twenty-second session

The General Assembly,

Recalling its resolution 2997 (XXVII) of 15 December 1972, by which it established the Governing Council of the United Nations Environment Programme,

Recalling also its resolutions 53/242 of 28 July 1999, 56/193 of 21 December 2001 and 57/251 of 20 December 2002 on the report of the Governing Council,

Taking note of the report of the Governing Council on its seventh special session,¹

Reaffirming the role of the United Nations Environment Programme as the principal body within the United Nations system in the field of environment, which should take into account, within its mandate, the sustainable development needs of developing countries as well as countries with economies in transition,

Taking into account the Plan of Implementation of the World Summit on Sustainable Development (“Johannesburg Plan of Implementation”),²

Recalling the need to enhance the provisions of the Johannesburg Plan of Implementation concerning support for capacity-building in developing countries and countries with economies in transition,

1. *Takes note* of the report of the Governing Council of the United Nations Environment Programme on its twenty-second session³ and the decisions contained therein;

2. *Emphasizes* the need for the United Nations Environment Programme, within its mandate, to further contribute to sustainable development programmes,

¹ *Official Records of the General Assembly, Fifty-seventh Session, Supplement No. 25 (A/57/25).*

² *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.

³ *Official Records of the General Assembly, Fifty-eighth Session, Supplement No. 25 (A/58/25).*

the implementation of Agenda 21⁴ and the Johannesburg Plan of Implementation² at all levels, bearing in mind the mandate of the Commission on Sustainable Development;

3. *Reiterates* the need to ensure that capacity-building and technical assistance to developing countries remain important components of the work of the United Nations Environment Programme, and in this regard emphasizes the need for full and effective implementation of relevant decisions of the Governing Council/Global Ministerial Environment Forum;

4. *Calls upon* the United Nations Environment Programme to contribute, within its mandate, to the preparations for the twelfth session of the Commission on Sustainable Development, while avoiding duplication and overlap in the work of the two bodies;

5. *Also calls upon* the United Nations Environment Programme to contribute, within its mandate and as a member of the Inter-Agency Task Force, to the preparations for the international meeting to review the implementation of the Programme of Action for the Sustainable Development of Small Island Developing States,⁵ to be held in Mauritius from 30 August to 3 September 2004, including its preparatory process;

6. *Encourages* Member States, the Governing Council and the relevant bodies of the United Nations system to submit their comments, in a timely manner, on the important but complex issue of establishing universal membership of the Governing Council/Global Ministerial Environment Forum, including its legal, political, institutional, financial and system-wide implications, in order to contribute to the report of the Secretary-General to be submitted to the General Assembly for consideration before its sixtieth session, in accordance with resolution 57/251;

7. *Encourages* Member States to participate in the ongoing intergovernmental consultation process on the strengthening of the scientific base of the United Nations Environment Programme;

8. *Notes*, in regard to strengthening the overall financial situation of the United Nations Environment Programme, the various available options and the efforts being undertaken to enhance predictability in financing its programme of work and broadening its base of contributions;

9. *Invites* the Governing Council/Global Ministerial Environment Forum to review its methods, agenda and programme of work, in view of the mandate of the United Nations Environment Programme, with the aim of enhancing manageability and the effective participation of States Members of the United Nations in its sessions, and taking into account recent work thereon by the Committee of Permanent Representatives of the United Nations Environment Programme;

10. *Emphasizes* the need to further enhance coordination and cooperation among the relevant United Nations organizations in the promotion of the environmental dimension of sustainable development, and in this respect welcomes

⁴ *Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3-14 June 1992* (United Nations publication, Sales No. E.93.I.8 and corrigenda), vol. I: *Resolutions adopted by the Conference*, resolution 1, annex II.

⁵ *Report of the Global Conference on the Sustainable Development of Small Island Developing States, Bridgetown, Barbados, 25 April-6 May 1994* (United Nations publication, Sales No. E.94.I.18 and corrigenda), chap. I, resolution 1, annex II.

the participation of the United Nations Environment Programme in the United Nations Development Group;

11. *Requests* that the reports on the work of the Environmental Management Group be made available to the General Assembly at its next session through the Governing Council of the United Nations Environment Programme;

12. *Reiterates* the need for stable, adequate and predictable financial resources for the United Nations Environment Programme, and in accordance with resolution 2997 (XXVII) underlines the need to consider adequate reflection of all administrative and management costs of the Programme in the context of the United Nations regular budget;

13. *Requests* the Secretary-General to keep the resource needs of the United Nations Environment Programme and the United Nations Office at Nairobi under review so as to permit the delivery, in an effective manner, of necessary services to the Programme and to the other United Nations organs and organizations in Nairobi.

*78th plenary meeting
23 December 2003*



General Assembly

Distr.: General
21 February 2003

Fifty-seventh session
Agenda item 87

Resolution adopted by the General Assembly

[on the report of the Second Committee (A/57/532/Add.7)]

57/251. Report of the Governing Council of the United Nations Environment Programme on its seventh special session

The General Assembly,

Recalling its resolution 2997 (XXVII) of 15 December 1972, by which it established the Governing Council of the United Nations Environment Programme,

Recalling also its resolutions 53/242 of 28 July 1999 and 56/193 of 21 December 2001 on the report of the Governing Council of the United Nations Environment Programme on its twenty-first session,

Having considered the report of the Governing Council of the United Nations Environment Programme on its seventh special session,¹

Taking into account the Plan of Implementation of the World Summit on Sustainable Development (“Johannesburg Plan of Implementation”),²

Recalling that in the Johannesburg Plan of Implementation the General Assembly was invited to consider, at its fifty-seventh session, the important but complex issue of establishing universal membership for the Governing Council/Global Ministerial Environment Forum of the United Nations Environment Programme,

Underlining the unique role of the General Assembly, as the highest intergovernmental decision-making body of the United Nations, in giving consideration to the issue of establishing universal membership for the Governing Council/Global Ministerial Environment Forum of the United Nations Environment Programme and, therefore, the need for a thorough analysis by Member States and the relevant bodies of the United Nations system to enable the General Assembly to fully consider all its implications, including legal, political, institutional, financial and system-wide implications, before making a decision,

Reaffirming the role of the United Nations Environment Programme as the principal body within the United Nations system in the field of environment, which

¹ *Official Records of the General Assembly, Fifty-seventh Session, Supplement No. 25 (A/57/25).*

² *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.

should take into account, within its mandate, the sustainable development needs of developing countries as well as countries with economies in transition,

1. *Takes note* of the report of the Governing Council of the United Nations Environment Programme on its seventh special session,¹ and the decisions contained therein;

2. *Expresses its appreciation* to the Open-ended Intergovernmental Group of Ministers or Their Representatives on International Environmental Governance for its report as adopted by the Governing Council at its seventh special session;³

3. *Recalls* the decision made at the World Summit on Sustainable Development⁴ to fully implement the outcomes of decision SS.VII/1 on international environmental governance adopted by the Governing Council at its seventh special session;¹

4. *Invites* Member States, the Governing Council of the United Nations Environment Programme, and the relevant bodies of the United Nations system to submit to the Secretariat their comments on the important but complex issue of establishing universal membership for the Governing Council/Global Ministerial Environment Forum, including its legal, political, institutional, financial and system-wide implications, and requests the Secretary-General to submit a report incorporating those views to the General Assembly for its consideration before its sixtieth session;

5. *Reiterates its desire* to be informed on the work of the Environmental Management Group;

6. *Requests* the United Nations Environment Programme, within its mandate, to continue to contribute to sustainable development programmes and the implementation of Agenda 21⁵ at all levels, bearing in mind the mandate of the Commission on Sustainable Development;

7. *Reiterates* the need for stable, adequate and predictable financial resources for the United Nations Environment Programme, and in this regard and in accordance with resolution 2997 (XXVII) underlines the need to consider adequate reflection of all administrative and management costs of the Programme in the context of the United Nations regular budget;

8. *Requests* the Secretary-General to keep the resource needs of the United Nations Environment Programme and the United Nations Office at Nairobi under review so as to permit the delivery, in an effective manner, of necessary services to the Programme and to other United Nations organs and organizations in Nairobi.

*78th plenary meeting
20 December 2002*

³ *Official Records of the General Assembly, Fifty-seventh Session, Supplement No. 25 (A/57/25), annex I, decision SS.VII/1, appendix.*

⁴ See *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, para. 140 (d).

⁵ *Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3–14 June 1992* (United Nations publication, Sales No. E.93.I.8 and corrigenda), vol. I: *Resolutions adopted by the Conference*, resolution 1, annex II.



General Assembly

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22 March 2002

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Commission on Sustainable Development acting as the preparatory committee for the World Summit on Sustainable Development

Third session

25 March-5 April 2002

Item 2 of the provisional agenda*

**Consideration of the Chairman's paper transmitted from the
second session of the Commission acting as the preparatory
committee, together with other relevant inputs to the
preparatory process**

International environmental governance

Note by the Secretary-General

The Secretary-General has the honour to transmit to the Commission on Sustainable Development acting as the preparatory committee for the World Summit on Sustainable Development decision SS.VII/1 of the Governing Council/Global Ministerial Environment Forum of the United Nations Environment Programme on international environmental governance (see annex), the appendix to which contains the report of the Open-ended Intergovernmental Group of Ministers or their Representatives on International Environmental Governance.

* A/CONF.199/PC/1.



Annex

UNEP Governing Council decision SS.VII/1

SS.VII/1. International environmental governance

The Governing Council.

Recalling the Malmö Ministerial Declaration¹ of 31 May 2000, in which it was stated that the 2002 conference should review the requirements for a greatly strengthened institutional structure for international environmental governance, based on an assessment of future needs for an institutional architecture that has the capacity to effectively address wide-ranging environmental threats in a globalizing world and that in this regard, the role of the United Nations Environment Programme should be strengthened and its financial base broadened and made more predictable,

Recalling General Assembly resolution 53/242 of 28 July 1999, on the report of the Secretary-General on environment and human settlements in which the General Assembly established the Global Ministerial Environment Forum, and supported proposals, inter alia, for the establishment for an environmental management group for the purpose of enhancing inter-agency coordination, and for enhancing linkages and coordination within and among environmental and environment related conventions,

Further recalling its decision 21/21 of 9 February 2001 on international environmental governance in which it established an open-ended intergovernmental group of ministers or their representatives, with the Executive Director as an ex-officio member, to undertake a comprehensive policy-oriented assessment of existing institutional weaknesses as well as future needs for strengthened international environmental governance, including the financing of the United Nations Environment Programme, with a view to presenting a report containing analysis and options to the next session of the Governing Council/Global Ministerial Environment Forum and to undertake an in depth discussion of the report with a view to providing its input on future requirement of international environmental governance,

Expressing its appreciation to the Executive Director for the excellent support provided to the Intergovernmental Group of Ministers in its deliberation of international environmental governance, which enabled it to conduct its work in an open, transparent and inclusive manner,

1. Adopts the report of the Open-ended Intergovernmental Group of Ministers or Their Representatives on International Environmental Governance² in the appendix to the present decision;
2. Invites the President of the Governing Council to transmit the present decision and the report of the Open-ended Intergovernmental Group of Ministers or Their Representatives on International Environmental Governance to the Commission on Sustainable Development acting as the preparatory committee for the World Summit on Sustainable Development³ at its third session;
3. Requests the Executive Director to present this decision and the report of the Open-ended Intergovernmental Group of Ministers or Their Representatives on International Environmental Governance to the Preparatory Committee for the World Summit on Sustainable Development at its third session;

¹ Governing Council decision SS.VI/1, annex

² UNEP/GCSS.VII/L.4/Add.1.

³ General Assembly resolution 55/199 of 20 December 2000.

4. Decides to review the implementation of the recommendations contained in the report of the Open-ended Intergovernmental Group of Ministers or Their Representatives on International Environmental Governance at its twenty-second session, subject to the outcome of the World Summit on Sustainable Development;
5. Also decides to consider further measures for the strengthening of the United Nations Environment Programme in light of the outcome of the World Summit on Sustainable Development at its twenty-second session.

6th meeting
15 February 2002

Appendix

REPORT OF THE OPEN-ENDED INTERGOVERNMENTAL GROUP OF MINISTERS OR THEIR REPRESENTATIVES ON INTERNATIONAL ENVIRONMENTAL GOVERNANCE

I. BACKGROUND

1. The current debate on the requirements for a more coherent and more effective international environmental governance regime is a continuation of international efforts over the past decade to develop institutional responses to underpin international action to confront the increase of environmental threats faced by all countries. The growing body of scientific evidence as to the seriousness of environmental degradation has led to a proliferation of legal and institutional arrangements for international cooperation aimed at addressing specific environmental problems. As a result, the international community has become increasingly concerned with not only establishing a strengthened framework for coordinated international action but also ensuring that the limited resources available are deployed in the best possible manner for optimal effect.
2. The context within which international environmental policy formulation takes place has also evolved. Increasingly, environmental objectives are being pursued in the broader context of sustainable development as is evident in the work programmes of the recent mechanisms that have been established. Agenda 21 reaffirmed the role of the United Nations Environment Programme (UNEP) as the principal body within the United Nations system in the field of the environment but also added that it should take into account the development aspects of environmental questions.
3. A further step in the evolution of the current system was the establishment by the Secretary-General of the United Nations of a Task Force on Environment and Human Settlements as part of the overall reform of the United Nations. In establishing the Task Force, the Secretary-General noted the formidable challenge facing the international community in attaining “a sustainable equilibrium between economic growth, poverty reduction, social equity and the protection of the Earth’s resources, common and life support systems”, thus reaffirming the sustainable development context. The Secretary-General also concluded that experience had demonstrated the need for a more systemic approach to policies and programmes through mainstreaming the United Nations commitment to sustainable development.
4. The General Assembly adopted resolution 53/242 of 28 July 1999 on the Secretary-General’s Task Force recommendations and took action on a number of important institutional measures including the creation of the Environmental Management Group, the creation of the Global Ministerial Environment Forum and on support for and enhancing linkages among environmental and environment-related conventions.
5. At its first meeting in Malmö in May 2000, the Global Ministerial Environment Forum adopted the Malmö Declaration, which stated that the “2002 conference should review the requirements for a greatly strengthened institutional structure for international environmental governance based on an assessment of future needs for an institutional architecture that has the capacity to effectively address wide-ranging environmental threats in a globalizing world. The role of the United Nations Environment Programme in this regard should be strengthened and its financial base broadened and made more predictable”.

II. THE UNEP GOVERNING COUNCIL INTERNATIONAL ENVIRONMENTAL GOVERNANCE INITIATIVE

6. Against the backdrop of the preparations for the World Summit on Sustainable Development, the UNEP Governing Council at its twenty-first session adopted decision 21/21 on international environmental governance, which established the Open-ended Intergovernmental Group of Ministers or Their Representatives to undertake a comprehensive policy-oriented assessment of existing institutional weaknesses as well as future needs and options for strengthened international environmental governance, including the financing of UNEP, with a view to presenting a report containing analysis and options to the next session of the Governing Council/Global Ministerial Environment Forum, which is being held in February 2002. In that same decision, the Council also decided that the next Governing Council/Global Ministerial Environment Forum should undertake an in-depth discussion of that report with a view to providing input on future requirements of international environmental governance in the broader context of multilateral efforts for sustainable development to the preparatory body for the World Summit on Sustainable Development as a contribution to the Summit.

7. The work of the Intergovernmental Group of Ministers is intended to build on recent advances, including the report of the United Nations Task Force on Environment and Human Settlements and General Assembly resolution 53/242 which supported the establishment of the Global Ministerial Environment Forum and the Environmental Management Group and made other important recommendations on strengthening the current environmental governance regime.

8. Six meetings of the Intergovernmental Group of Ministers have taken place: in New York, on 18 April 2001, in Bonn, on 17 July 2001, in Algiers, on 9 and 10 September 2001, in Montreal, on 30 November to 1 December 2001, in New York, on 25 January 2002 and in Cartagena, on 12 February 2002. All meetings were well attended and witnessed a rich and extensive exchange of views between delegations. The second meeting benefited from having at its disposal the outcome of intersessional consultations between non-governmental and civil society organizations, agencies and experts. The third meeting was presented with suggestions of the President of the Governing Council in the form of "building blocks", which were discussed in two working groups. Working Group I addressed the role and the structure of the Global Ministerial Environment Forum and strengthening the role, authority and financial situation of UNEP. Working Group II addressed improved coordination and coherence among multilateral environmental agreements and enhanced coordination across the United Nations system – the role of the Environment Management Group. The meetings also benefited from the valuable inputs of the UNEP Committee of Permanent Representatives and generated a number of ideas that provide a sense of what the expectations are in this process. These ideas were summarized by the chair as follows:

(a) The international environmental governance process encompasses all international environmental efforts and arrangements within the United Nations system, including at the regional level, and is not restricted to UNEP;

(b) The process of strengthening international environmental governance should be evolutionary in nature and be based on implementing General Assembly resolution 53/242. A prudent approach to institutional change is required, with preference given to making better use of existing structures;

(c) The meetings on international environmental governance should lead to comprehensive inputs into the preparations for the World Summit on Sustainable Development, which should be presented for consideration by it. Decision 10/1 of the Commission on Sustainable Development, which invited the Governing Council to submit its progress report and results to the Preparatory Committee at its second session and the final results to the third session so that they can be fully considered in the preparatory process, clearly establishes this link;

(d) Some issues being considered go beyond the mandate of environment ministries alone, and other branches of Government should be involved in order to enhance national level coordination and to bring environmental considerations into the mainstream of economic and social decision-making at all levels. In this regard, international environmental governance should be viewed within the broader context of sustainable development;

(e) The increasing complexity and impact of trends in environmental degradation require an enhanced capacity for scientific assessment and monitoring and for provision of early warnings to Governments;

(f) The design and implementation of environmental policy at all levels requires a clear link to the sustainable development context as well as greater involvement and engagement of non-governmental organizations, and civil society and the private sector, allowing them a meaningful role in intergovernmental policy-making, and also requires strengthened national frameworks of governance;

(g) The international environmental governance process should take into account the needs and constraints of developing countries on the basis of common but differentiated responsibility;

(h) An essential complement to international cooperative arrangements is the requirement to strengthen the capacity of developing countries to participate actively in policy formulation and implementation. In this regard there is a need to emphasize and support capacity-building and technology transfer, and the role of UNEP in this regard was emphasized;

(i) As the principal United Nations body in the field of the environment, UNEP should be strengthened. This requires a clear solution to the issue of adequate, stable and predictable financing;

(j) A variety of proposals were considered, including the proposal to establish UNEP as a United Nations specialized agency, which met with differing views;

(k) The Global Ministerial Environment Forum should be placed as the cornerstone of the international institutional structure of international environmental governance;

(l) In addition, UNEP headquarters in Nairobi must be maintained and strengthened as a centre for international meetings on the environment;

(m) The proliferation of institutional arrangements, meetings and agendas, while having the benefit of specialization, may weaken policy coherence and synergy and put further strain on limited resources;

(n) The clustering approach to multilateral environmental agreements holds some promise, and issues relating to the location of secretariats, meeting agendas and also programmatic cooperation between such bodies and with UNEP should be addressed.

9. The conclusions and recommendations emanating from the international environmental governance process and agreed by consensus are contained in the following chapter.

III. RECOMMENDATIONS OF THE INTERGOVERNMENTAL GROUP OF MINISTERS TO THE GOVERNING COUNCIL/GLOBAL MINISTERIAL ENVIRONMENT FORUM

A. Improved coherence in international environmental policy-making – the role and structure of the Governing Council/Global Ministerial Environment Forum

10. The Global Ministerial Environment Forum is constituted by the UNEP Governing Council as envisaged in General Assembly resolution 53/242, which states, in paragraph 6, that the Governing Council would constitute “the forum in the years that it meets in regular session and, in alternate years, with the forum taking the form of a special session of the Governing Council”.

11. The international environmental governance process has highlighted the need for a high-level environment policy forum as one of the cornerstones of an effective system of international environmental governance. To this end, the Governing Council/Global Ministerial Environment Forum should be utilized more effectively both in promoting international cooperation in the field of the environment, in providing broad policy advice and guidance, identifying global environmental priorities, and making recommendations, in accordance with paragraphs 2(a) and 2(b) of General Assembly resolution 2997 (XXVII) of 15 December 1972. Such an approach should be pursued with full respect for the independent legal status and governance structures of other entities, and would be consistent with the mandate provided to the UNEP Governing Council in General Assembly resolution 2997 (XXVII), which states, in paragraphs 2 (b) and 2 (c), that it should provide general policy guidance for the direction and coordination of environmental programmes within the United Nations system, keep their implementation under review and assess their effectiveness. This approach could be achieved through a series of measures such as those proposed below:

(a) Universal participation of Members States of the United Nations and members of its specialized agencies in the work of the Governing Council/Global Ministerial Environment Forum should be ensured. The question of establishing universal membership for Governing Council/Global Ministerial Environment Forum is an important but complex issue that should be considered in the broader context of the preparatory process of the World Summit on Sustainable Development and be reviewed at the twenty-second session of the Governing Council/Global Ministerial Environment Forum based on the outcome of the Summit;

(b) The Nairobi Declaration on the Role and Mandate of the United Nations Environment Programme reaffirmed the continuing relevance of the mandate of UNEP deriving from General Assembly resolution 2997 (XXVII) and as further elaborated by Agenda 21. The core elements of the focused mandate of UNEP contained in the Nairobi Declaration highlighted, *inter alia*, the role of UNEP in the analysis of the state of the global environment, provision of policy advice and catalysing and promoting international cooperation; in further developing its international environmental law aimed at sustainable development, including the development of coherent interlinkages among existing international environmental conventions; in advancing the implementation of agreed international norms and policies and strengthening its role in the coordination of environmental activities in the United Nations system in the field of the environment;

(c) To play its role as the high-level environmental policy forum in the United Nations system, and in accordance with General Assembly resolution 2997 (XXVII), the Governing Council/Global Ministerial Environment Forum will:

- (i) Keep under review the world environment situation and develop policy responses in order to ensure that emerging environmental problems of wide international significance receive appropriate and adequate consideration based on sound science;
- (ii) Provide general policy guidance for the direction and coordination of environmental programmes and make cross-cutting recommendations, in accordance with paragraphs 2 (a) and 2 (b) of General Assembly resolution 2997 (XXVII), to other bodies while respecting the independent legal status and autonomous governance structures of such entities;
- (iii) Promote international cooperation in the field of the environment and recommend, as appropriate, policies to this end;
- (iv) Strengthen further the coordination and institutional requirements for international environmental policy in view of the outcome of the World Summit on Sustainable Development and in light of the Malmö Declaration;

(d) The Governing Council/Global Ministerial Environment Forum should identify ways and means of improving and strengthening its interrelationship with autonomous decision-making bodies, such as conferences of the parties to multilateral environmental agreements;

(e) The Governing Council/Global Ministerial Environment Forum should promote the meaningful participation of representatives of major groups and non-governmental organizations including the private sector, giving them clear channels for providing Governments with their views, to inform intergovernmental decision-making bodies, within the established rules and modalities of the United Nations system. A particular effort to enable civil society organizations from developing countries to participate should be a priority. In line with Governing Council decision 21/19 of 9 February 2001, the relationship between UNEP and its governance structures, as well as among civil society, the private sector and other major groups, should be developed;

(f) Consideration should be given to having the Governing Council/Global Ministerial Environment Forum meet every other year at UNEP headquarters in Nairobi with meetings in alternate years, if possible, at another United Nations region. This would enhance its interaction with other policy forums in the economic and social fields and assist in the objectives of sustainable development mainstreaming. In addition, the possibility of having back-to-back meetings between the Governing Council/Global Ministerial Environment Forum and multilateral environmental agreements could be explored, with due regard to their legal status and governance structures;

(g) The Governing Council/Global Ministerial Environment Forum should institute a regular dialogue, to address the apparent disparity between policy and funding, with multilateral financial institutions, including the Global Environment Facility (GEF). In this regard the Governing Council/Global Ministerial Environment Forum should play a stronger environmental policy advisory role and strengthen UNEP's efforts to enhance its relationship with GEF through the Action Plan on Complementarity between GEF activities and its programme of work, in line with Governing Council decisions 20/7 of 5 February 1999 and 21/25 of 9 February 2001. Better coordination of decision-making on international environmental policy with decision-making on financing should benefit the funding of environmental aspects of sustainable development;

(h) The Governing Council/Global Ministerial Environment Forum should enable ministers to concentrate on policy issues and have the opportunity to promote international cooperation, including making cross-cutting recommendations in the field of the environment, in accordance with paragraphs 2 (a) and 2 (b) of General Assembly resolution 2997 (XXVII), take policy decisions, identify priorities on matters within its area of competence, and provide broad direction and advice, as well as oversight of the programme of work and budget of UNEP. The Governing Council/Global Ministerial Environment Forum should also regularly review reports on the follow-up of its previous decisions. The agenda could be grouped in segments as follows:

- (i) The Governing Council/Global Ministerial Environment Forum should take into account emerging environmental trends and should consider issues related to environmental assessment and monitoring, monitoring of its previous decisions, early warning and emerging issues, based on a strengthened scientific capacity of UNEP. Further consideration should be given to strengthening UNEP's scientific base by improving its ability to monitor and assess global environmental change including, *inter alia*, through the establishment of an intergovernmental panel on global environmental change. The effective participation of developing countries in the work of the panel should be ensured, and the mandate, modalities and composition of any mechanism are to be decided by the Governing Council/Global Ministerial Environment Forum;
- (ii) The Governing Council/Global Ministerial Environment Forum could address environmental aspects of one or two selected sectoral issues on an annual basis (such as chemicals, water, oceans), as well as the environmental contribution to major development challenges. In this context relevant sectoral national ministries could be invited to interact with environment ministers to assist in a decision-making process that would aim at bringing environmental considerations into the mainstream of policy discussions and promote sustainable development. Progress in the follow-up of such work should be monitored and reported to the Governing Council/Global Ministerial Environment Forum;
- (iii) Taking advantage of its high-level and cross-cutting environmental perspective and its coordination role on environmental matters in the United Nations system, the Governing Council/Global Ministerial Environment Forum could engage in periodic stocktaking and, *inter alia*, review synergies and linkages undertaken between multilateral environmental agreements, as well as review reports of the Environment Management Group and progress in inter-agency collaboration. The Governing Council/Global Ministerial Environment Forum would give policy guidance and advice in the field of the environment by making recommendations, in accordance with paragraphs 2 (a) and 2 (b) of General Assembly resolution 2997 (XXVII). In this context, UNEP should carry out further scientific analysis in cooperation with secretariats of conventions and their subsidiary bodies and other relevant international scientific bodies, in order to identify possible activities with potential multiple benefits and to bring them to the attention of conferences of the parties, in conformity with General Assembly resolution 54/217 of 22 December 1999. Officials of United Nations agencies and heads of multilateral environmental agreement secretariats should be invited to participate and interact with ministers at meetings of the Governing Council/Global Ministerial Environment Forum;
- (iv) The Governing Council/Global Ministerial Environment Forum agenda would also include a separate segment providing for the negotiation and adoption of the biennial programme of work and budget of UNEP and review of its implementation. The UNEP

Committee of Permanent Representatives, as a subsidiary body, would continue to play its mandated role in monitoring the implementation of Governing Council/Global Ministerial Environment Forum decisions as well as preparation of its sessions, which would take place in an open and transparent manner, so as to facilitate the participation in substantive preparations of Governments not represented in Nairobi.

B. Strengthening the role and financial situation of UNEP

12. The Nairobi Declaration of 1997, which was endorsed by the United Nations General Assembly, established UNEP as the leading global environmental authority that sets the global environmental agenda, promotes the coherent implementation of the environmental dimension of sustainable development and serves as an authoritative advocate for the global environment. While UNEP is the centrepiece of the international community's efforts to safeguard the environment, its role continues to fall short of the expectations expressed in the Nairobi Declaration primarily because UNEP remains hampered by insufficient and unpredictable resources.
13. Given the major environmental challenges of the twenty-first century, one way to address discrepancies between commitments and action is to improve the financial situation of UNEP.
14. While commendable efforts have been made by the United Nations to fund some of the administrative costs of UNEP through its regular budget, this funding has been declining in terms of percentage of the total UNEP resources over the past years. Hence it is recommended that, in accordance with General Assembly resolution 2997 (XXVII), consideration be given by the United Nations General Assembly to making available from its regular budget the amount which is necessary to cover all administrative and management costs of UNEP. There is also an urgent need to improve the financial situation of UNEP's Environment Fund.
15. Several steps should be taken to address the overall financial situation of UNEP. These include:
 - (a) More predictable funding from all Member States of the United Nations and members of its specialized agencies;
 - (b) More efficient and effective use of available resources, including the possibility of utilizing external management review mechanisms, taking into account the recommendations of prior management reviews of UNEP;
 - (c) Strong focus on agreed priorities of UNEP and ongoing review of previous priorities;
 - (d) Greater mobilization of resources from the private sector and other major groups in accordance with applicable United Nations rules and procedures.
16. All Member States of the United Nations and members of its specialized agencies, taking into account their economic and social circumstances should contribute financially to UNEP. The financial contributions should be made to the Environment Fund to finance the activities of UNEP to enable it, *inter alia*, to implement the provisions and achieve the objectives of the Fund set forth in General Assembly resolution 2997 (XXVII). Resources mobilized from major groups should also finance activities for the implementation of the programme of work of the Environment Fund.
17. To broaden the base of contributions to, and to enhance predictability in the voluntary financing of the Environment Fund, there should be a voluntary indicative scale of contributions, to be developed specifically for UNEP's Environment Fund, taking into account, *inter alia*, the United Nations scale of assessment as well as the following:
 - (a) A minimum indicative rate of 0.001 per cent;
 - (b) A maximum indicative rate of 22 per cent;
 - (c) A maximum indicative rate for the least developed countries of 0.01 per cent;

(d) Economic and social circumstances of the Member States, in particular those of developing countries and countries with economies in transition;

(e) Provisions to allow for any Member State, in a position to do so, to increase its level of contributions over and above its current level.

18. All contributions to the Fund remain voluntary and each State reserves the right to determine whether or not it wishes to contribute voluntarily to the Fund. However, all Member States, taking into account their economic and social circumstances, will be encouraged to contribute to the Environment Fund either on the basis of the indicative scale of contributions, or on the basis of any of the following:

- (a) Biennial pledges;
- (b) United Nations scale of assessment;
- (c) Historical level of contributions;
- (d) Any other basis identified by a Member State.

19. The Executive Director of UNEP will notify all Member States, in a timely manner, of the indicative scale of contributions he intends to propose for the biennial budget. All Member States are urged to inform the Executive Director, in a timely manner, whether or not they will use the proposed indicative scale of contributions. The biennial budget will be submitted for consideration of the Governing Council/Global Ministerial Environment Forum, prior to the commencement of the financial period that it covers. It will also be circulated to all Member States at least six weeks before the meeting of the Governing Council/Global Ministerial Environment Forum at which it will be considered.

20. The Executive Director will notify all Member States that choose the indicative scale of contributions by 15 October of the preceding calendar year, of the amount, in United States currency, of its indicative scale of contributions based on contributions for each year of the biennium. Any Member State which decides not to use the indicative scale of contributions will notify the Executive Director by this date of the basis it intends to use for its contributions, taking into account paragraph 18 above. In either case, each Member State will, prior to 1 January of each year, inform the Executive Director of UNEP of the contribution it intends to make that year and of the projected timing of that contribution. Contributions should be made by 1 January of each calendar year, or as soon as possible thereafter, recognizing that there are differences in the budget cycles of Member States. All contributions should be paid in convertible currencies into a bank account identified in the notification of the Executive Director.

21. In addition to the contributions identified in paragraph 20 above, the resources available to UNEP for implementation of its programme of work will also consist of additional voluntary contributions which may be made by Member States or by major groups; other voluntary contributions, including contributions to support the participation of the representatives of developing countries, in particular the least developed and the small island developing States amongst them, as well as representatives from countries with economies in transition, in the Governing Council/Global Ministerial Environment Forum; the uncommitted balance of appropriations from previous financial periods; and miscellaneous income.

22. All Member States are encouraged to make prompt payment of their contributions to the Environment Fund, and a balance should be sought between earmarked and non-earmarked contributions.

23. The Executive Director of UNEP will submit to the Governing Council/Global Ministerial Environment Forum at its special session in the year 2004, a report on the implementation of paragraphs 15 to 22 above. The Governing Council/Global Ministerial Environment Forum will review the effectiveness of the system and take a decision, as appropriate.

24. Progress in implementing the international environmental agenda and creating a stronger link between environmental trends and policy dialogue at the Governing Council/Global Ministerial Environment Forum will be increasingly dependent on the availability of information required for decision-making, and in

particular on providing developing countries with the means of implementation. In this regard, higher priority should be given to developing independent and authoritative scientific assessment and monitoring capacity for emerging issues. UNEP is well situated to build on its current strengths in these areas, and could also build a greater capacity to assist developing countries with their needs and requirements in such areas. An enhanced capacity would also require an enhanced financial base. UNEP should continue efforts to attract additional resources and support from partnerships with civil society and the private sector.

25. The UNEP/GEF Action Plan on Complementarity adopted by the UNEP Governing Council at its twentieth session and the GEF Council at its thirteenth meeting identified the establishment of a UNEP/GEF strategic partnership as an important modality for achieving complementarity. Recently, an initial phase of the UNEP/GEF strategic partnership, in the areas of environmental assessment, global environmental knowledge management and global environmental outreach including the mobilization of the scientific community, has been successfully completed. Strategic partnerships with the World Bank and the United Nations Development Programme (UNDP) are also being undertaken. GEF could fund mutually agreed activities of UNEP which are of relevance to the global environment and the GEF. The existing partnership could focus on the following areas: assessment; scientific information, best practice, and policy analysis; capacity-building and training for the environment; and, country-level coordination for sustainable development. The partnership between UNEP and GEF could be further pursued and should also facilitate the mobilization of additional multilateral and bilateral financial resources for targeted activities consistent with the GEF mandate and global environmental priorities identified by the Governing Council/Global Ministerial Environment Forum.

C. Improved coordination among and effectiveness of multilateral environmental agreements

26. The negative impact of the increasing burdens on Governments' ability to participate meaningfully in the proliferating meetings and agendas of multilateral environmental agreements has been underscored as a major constraint to effective international policy-making. While the benefits of being able to concentrate on issue-specific areas are recognized, the perception of a growing potential for overlap in the international environmental agenda makes it difficult to benefit from potential synergies and linkages between the various agreements. In this regard the authority and the autonomy of the governing bodies of the conference of the parties and the accountability of their secretariat to their respective governing bodies should be respected.

27. One approach that has emerged from the debate is that of enhancing the synergies and linkages between multilateral environmental agreements with comparable areas of focus or of a regional character with due regard to their respective mandates. In particular, there is support for enhancing collaboration among multilateral environmental agreement secretariats in specific areas where common issues arise, such as current work among the chemicals and waste multilateral environmental agreement secretariats and including the interim secretariats, as well as biological diversity-related conventions, where efforts are underway to improve national reporting mechanisms of and among these conventions. The initiation of pilot projects should be further pursued. In this regard the study on chemicals- and wastes-related conventions, as well as the joint liaison group that has been convened by the secretariats of the Rio conventions, including the United Nations Convention to Combat Desertification in those Countries Experiencing Serious Drought and/or Desertification, particularly in Africa as approved by their governing bodies, are steps in the right direction. More consideration should be given to the proposed measures suggested by the study. Such synergies and linkages must be promoted in close consultation and with the full agreement of the Conference of the Parties. UNEP should continue, in close cooperation with the secretariats of the multilateral environmental agreements, to enhance such synergies and linkages including on issues related to scientific assessments on matters of common concern.

28. A periodic review of the effectiveness of multilateral environmental agreements is critical to their success. As an important factor in their effectiveness compliance factors and mechanisms should be supported in conformity with the different regime under each multilateral environmental agreement and including designing multilateral environmental agreements with realistic and achievable goals which could be implemented. States should have regard for the advisory and non-binding UNEP guidelines on compliance with and enforcement of multilateral environmental agreements, once approved by the Governing Council/Global Ministerial Environment Forum. Capacity-building and, for some multilateral environmental agreements, technology transfer and the provision of financial resources to developing

countries to facilitate compliance, are of great importance for supporting the effectiveness of multilateral environmental agreements.

29. While taking fully into account the autonomous decision-making authority of the conference of the parties, considerable benefits could accrue from a more coordinated approach to areas such as scheduling and periodicity of meetings of the conferences of the parties; reporting; scientific assessment on matters of common concern, capacity-building, transfer of technology; and enhancing the capacities of developing countries before and after the entry into force of legal agreements to implement and review progress on a regular basis by all parties concerned. Biennial meetings as well as shorter duration of conference of the parties should be promoted as well as the need to consider, as far as possible and practical, back-to-back or parallel conference of the parties meetings. The merit of convening meetings at the United Nations headquarters or in other locations will be considered on a case-by-case basis by the conference of the parties involved. In the future, careful consideration should be given to the effectiveness and resource efficiency of establishing additional subsidiary institutions of the conference of the parties, and the co-location of future multilateral environmental agreement secretariats should be encouraged, and where possible in developing countries, with a view of enhancing collaboration and effectiveness. Enhanced coordination at the convention level will also require improved coordination of positions at the national level concerning multilateral environmental agreements. Priority should be given to synergies at the country level, including the provision of means of implementation.

30. Coordination could be fostered by having the Governing Council/Global Ministerial Environment Forum review the progress made by the conference of the parties of multilateral environmental agreements, with due regard to their respective mandates, in developing synergies in areas where common issues arise.

D. Capacity-building, technology transfer and country-level coordination
for the environment pillar of sustainable development

31. Environmental governance should be considered from a multi-level approach – international, regional, subregional and national. The ability of developing countries, as well as countries with economies in transition, to participate fully in the development of international environmental policy and to support those countries in their efforts towards achieving the environmental objectives of sustainable development, and to undertake the requisite implementation of international agreements at the national level, must be strengthened. The need to strengthen the capacity and capability of developing countries, as well as those with economies in transition, remains a major requirement for sustainable development and in particular on issues related to poverty eradication. Such efforts must include all relevant partners and emphasize in particular capacity-building and training, as well as national-level coordination, under leadership of national governments and according to national priorities, of the environmental component of sustainable development. To this end, effective and time-bound measures will be required at international, regional and national levels. In this regard the strengthening of national institutions, including the ministries of environment, in developing countries is an important aspect. Arrangements for the access to, and transfer of, environmentally sound technologies to developing countries should be established and facilitated as they are very important for achieving sustainable development. For progress in this field, steps should be taken expeditiously for the transfer of publicly owned technology.

32. International environmental governance should also cover and support regional and subregional efforts. UNEP, in cooperation with relevant regional and subregional organizations could provide support to the strengthening of regional environmental governance to improve coordination, implementation, capacity-building and technology transfer in support of regional initiatives. The New Partnership for Africa's Development (NEPAD) initiative should be supported as the framework for sustainable development in Africa.

33. In its resolution 53/242, the General Assembly stressed the need to ensure that capacity-building and technical assistance, in particular with respect to institutional strengthening in developing countries, remained an important component of the work of UNEP. This should build on the ongoing capacity-building needs assessment being carried out by GEF through its implementing agencies, including UNEP. A strengthened programme of capacity-building should be clearly defined in the work of UNEP, building on its demonstrated comparative advantage and in the context of pursuing the ongoing strategic

partnership with GEF, respecting its governance structure and in close cooperation with the United Nations organizations and other international organizations active in the area of the environment.

34. In this regard, an intergovernmental strategic plan for technology support and capacity-building to developing countries should be developed to improve the effectiveness of capacity-building, and to address the gaps identified by assessments of existing activities and needs, including the ongoing GEF inventory, subject to the availability of funds other than the Environment Fund, taking into account that additional resources need to be made available for this purpose. Such a strategic plan could be implemented through enhanced coordination between UNEP and other relevant bodies, including GEF and UNDP. It could include an increased role for UNEP in country-level capacity delivery in particular through greater collaboration with UNDP. This could be built on the following two components:

(a) Capacity-building and training: The strengthening of the national institutions responsible for environment and the implementation of multilateral environmental agreements which will promote the achievement of the objectives of the environmental component of sustainable development. Efforts by UNEP, in response to requests by Governments, to develop local and national capacity in environmental issues and for dissemination of best practices and experiences will build on its role as one of the three implementing agencies of GEF as well as on the expected benefits from the multi-year UNEP/GEF strategic partnership as envisaged in the UNEP/GEF Action Plan on Complementarity;

(b) National-level coordination of the environmental component of sustainable development: In addition to the mobilization of domestic resources, developing countries require access to financial, technological and technical resources from the international community, as well as better internal coordination to implement sustainable development strategies. Efforts for environmental improvement at all levels and the implementation of multilateral environmental agreements must converge for countries to achieve their national priorities and objectives. Countries are encouraged to promote the coordination of the multiple national frameworks that currently exist in the field of environment at the ministerial level.

35. The strategic partnership between UNEP and GEF should be based on the decisions of their respective governing bodies and involve strengthening the capacity of UNEP to fulfil its role as provided for in the UNEP/GEF Action Plan on Complementarity. UNEP's strength as one of the three GEF implementing agencies should be fostered. It should also take into account the special relationship with UNDP, building on its unique national field capacity, which can contribute to these efforts and also facilitate the mobilization of additional resources with positive results for the environment at both national and global levels.

E. Enhanced coordination across the United Nations system - the role of the Environmental Management Group

36. Considerable emphasis has been placed on enhancing coordination within the United Nations system and the role of the Environmental Management Group in this regard. The Environmental Management Group was established following the adoption of General Assembly resolution 53/242, and includes amongst its members the specialized agencies, funds and programmes of the United Nations system and the secretariats of multilateral environmental agreements. It follows an issue-management approach whereby issue-management groups are established within the organizations concerned in order to address specific issues identified by the Environmental Management Group within an established time frame. Issue-management groups may include institutions from outside the United Nations in their work. Issues selected so far have included the harmonization of biodiversity-related reporting, the development of a system-wide approach to environmental education and training, waste management and chemicals. The Environmental Management Group has only met a few times and it is therefore too early to make an assessment of its functioning. It is clear, however, that there is a need to ensure that the functionality of the Environmental Management Group as envisaged by resolution 53/242 should be realized as soon as possible. It is also clear that:

(a) For the Governing Council/Global Ministerial Environment Forum to effectively play its policy role, it requires an instrument at the inter-agency level to enhance policy coordination across the environmental activities of the United Nations system. The Environmental Management Group is such an instrument and should be charged with reporting annually to the Forum, taking into account the provisions of General Assembly resolution 54/217, as well as on specific issues arising from the work of the United

Nations system in the environmental area on which the Forum could make recommendations on the work of the Environment Management Group;

(b) The Environmental Management Group also provides potential for bringing the environment into the mainstream of relevant activities of the United Nations system. UNEP should join the United Nations Development Group, which brings together the operational agencies of the United Nations in the economic and social fields;

(c) The technical capacities of the specialized agencies and organizations participating in the Environmental Management Group could also be used to support the implementation of a strategic partnership between UNEP and other relevant bodies, including UNDP and GEF, *inter alia*, for capacity-building.

37. The efficient functioning of the Environmental Management Group requires a clear relation with intergovernmental processes which includes a clearly defined reporting relationship with the Governing Council/Global Ministerial Environment Forum, the Commission on Sustainable Development, and other forums in the United Nations system. It will also require senior-level participation by member institutions, transparency in operations, adequate resources to support its functioning and the possibility of financial support for specific activities, including a coordinated approach to capacity-building.

F. Future perspective

38. The present report takes as its foundation the debate within the international environmental governance process and the recommendations deal with specific weaknesses and opportunities within the current system. Some of the proposals and recommendations in the report could help build incrementally not only towards meeting the needs identified, but also towards the renewed efforts required to be undertaken by all countries pursuant to the internationally agreed development goals, including those contained in the Millennium Declaration. Our efforts are not only underpinned by a sense of protection of the global environment, but by the clear framework set in Malmö in May 2000. The Malmö Ministerial Declaration states that the World Summit on Sustainable Development "should review the requirements for a greatly strengthened institutional structure for international environment governance based on an assessment of future needs for an institutional architecture that has the capacity to effectively address wide-ranging environmental threats in a globalizing world".

39. We must therefore not only ensure a solid foundation on which to build, but also begin to shape a vision for the future of a robust, versatile regime that will allow us to respond quickly and effectively to emerging environmental challenges. In this context it has been recognized that the implementation of Agenda 21, requires improved international governance in all dimensions of sustainable development as a prerequisite for achieving successful protection of the environment, economic growth and social equity. The 2002 Johannesburg Summit will have to address this crucial issue, and our input will be of significant value in the forthcoming debate. The mandate of UNEP, re-enforced at the 1992 Earth Summit in Rio, has placed it in a unique position to provide not only policy guidance and coordination in the field of the environment, but also to promote international cooperation in this field, while taking into account development perspectives. By improving and strengthening international environmental governance the decisions taken at the seventh special session of the Governing Council/Global Ministerial Environment Forum on 15 February 2002 should be considered as the commencement of a longer-term enterprise to develop international understanding, commitment and resolve towards ensuring the sustainability of the global environment in accordance with the Rio principles, including the principle of common but differentiated responsibilities.



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Resolution adopted by the General Assembly

[on the report of the Second Committee (A/55/582/Add.8)]

55/198. Enhancing complementarities among international instruments related to environment and sustainable development

The General Assembly,

Recalling Agenda 21¹ and the Programme for the Further Implementation of Agenda 21 adopted at its nineteenth special session,² and its resolutions 53/186 of 15 December 1998, 53/242 of 28 July 1999 and 54/217 of 22 December 1999,

Reaffirming the need, as stipulated in the Programme for the Further Implementation of Agenda 21, for greater coherence in various intergovernmental organizations and processes by means of better policy coordination at the intergovernmental level, as well as for continued and more concerted efforts to enhance collaboration among the secretariats of relevant decision-making bodies, within their respective mandates,

Emphasizing the need for the conferences of the parties and the secretariats of the environmental conventions to continue to pursue sustainable development objectives that are consistent with those conventions and with Agenda 21,

1. *Takes note* of the report of the Secretary-General on international institutional arrangements related to environment and sustainable development;³
2. *Welcomes* the work undertaken by the secretariats of the instruments related to environment and sustainable development and other relevant organizations to implement resolution 54/217;
3. *Encourages* the conferences of the parties to, and the secretariats of, the United Nations Framework Convention on Climate Change,⁴ the Convention on

¹Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3-14 June 1992 (United Nations publication, Sales No. E.93.1.8 and corrigenda), vol. I: Resolutions adopted by the Conference, resolution 1, annex II.

²Resolution S-19/2, annex.

³A/55/357.

⁴United Nations, Treaty Series, vol. 1771, No. 30822.

Biological Diversity⁵ and the United Nations Convention to Combat Desertification in those Countries Experiencing Serious Drought and/or Desertification, particularly in Africa,⁶ and other international instruments related to environment and sustainable development, as well as relevant organizations, especially the United Nations Environment Programme, including, as appropriate, the involvement of the environmental management group, to continue their work for enhancing complementarities among them with full respect for the status of the secretariats of the conventions and the autonomous decision-making prerogatives of the conferences of the parties to the conventions concerned, and to strengthen cooperation with a view to facilitating progress in the implementation of those conventions at the international, regional and national levels and to report thereon to their respective conferences of the parties;

4. *Also encourages* the conferences of the parties, assisted by their secretariats, to coordinate the timing of their sessions and the sessions of their subsidiary bodies, taking into account the organization of work of the General Assembly and the Commission on Sustainable Development;

5. *Further encourages* the conferences of the parties to promote the streamlining of national reporting;

6. *Invites* the secretariats of the United Nations Framework Convention on Climate Change, the Convention on Biological Diversity and the United Nations Convention to Combat Desertification in those Countries Experiencing Serious Drought and/or Desertification, particularly in Africa, and other international instruments related to environment and sustainable development, as well as relevant organizations, to provide further information on their work to implement resolution 54/217 and other complementary activities in their contributions to the preparatory process for the review of the implementation of Agenda 21, to be carried out in 2002;

7. *Requests* the Secretary-General to take into account the above-mentioned work in the preparation of documentation and other preparatory activities for the review of the implementation of Agenda 21, to be carried out in 2002.

*87th plenary meeting
20 December 2000*

⁵ See United Nations Environment Programme, *Convention on Biological Diversity* (Environmental Law and Institution Programme Activity Centre), June 1992.

⁶ United Nations, *Treaty Series*, vol. 1954, No. 33480.



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Agenda item 30

RESOLUTION ADOPTED BY THE GENERAL ASSEMBLY

[without reference to a Main Committee (A/53/L.78)]

53/242. Report of the Secretary-General on environment and human settlements

The General Assembly,

Recalling its resolution 52/12 A of 12 November 1997, entitled “Renewing the United Nations: a programme for reform”,

Reaffirming its determination to strengthen the role, capacity, effectiveness and efficiency of the United Nations, including in the field of environment and human settlements, and thus improve its performance in order to realize the full potential of the Organization,

Taking note of the report of the Secretary-General on environment and human settlements¹ and the report of the United Nations Task Force on Environment and Human Settlements annexed thereto, which contain recommendations on reforming and strengthening the activities of the United Nations in the field of environment and human settlements,

Expressing its appreciation to the Chairman and members of the Task Force for their commendable work,

¹ A/53/463.

Conscious of the continued deterioration of the global environment and the state of human settlements, despite some positive achievements, as well as of the need to strengthen the institutions of the United Nations charged with responsibility for environment and human settlements, to improve their performance and to promote coordination in the implementation of the environmental and human settlements dimension of sustainable development within the United Nations system,

Emphasizing the importance of strengthening the capacity of the United Nations Environment Programme and the United Nations Centre for Human Settlements (Habitat) in their Nairobi location and of ensuring the provision of requisite support and stable, adequate and predictable financial resources necessary to both organizations for the fulfilment of their mandates, as contained in General Assembly resolutions 2997 (XXVII) of 15 December 1972 and 32/162 of 19 December 1977, as well as in the Nairobi Declaration on the Role and Mandate of the United Nations Environment Programme, adopted by the Governing Council of the United Nations Environment Programme in its decision 19/1 of 7 February 1997,² and the Istanbul Declaration on Human Settlements,³ adopted by the United Nations Conference on Human Settlements (Habitat II) on 14 June 1996, including by seeking additional financial resources through broadening the range of sources of funding for both organizations, in accordance with the Financial Regulations and Rules of the United Nations,

Taking into account the views of Member States on the report of the Secretary-General on environment and human settlements,

Taking into account also the views contained in decision 20/17, adopted on 5 February 1999 by the Governing Council of the United Nations Environment Programme,⁴ and Commission on Human Settlements resolution 17/6 of 14 May 1999,⁵ concerning the report of the Secretary-General on environment and human settlements,

1. *Welcomes* the efforts undertaken to strengthen the United Nations in the field of environment and human settlements, and in that context takes note of the general thrust of the recommendations contained in the report of the Secretary-General on environment and human settlements,¹ proposing actions to be taken by the Secretary-General, the Executive Director of the United Nations Environment Programme and the Executive Director of the United Nations Centre for Human Settlements (Habitat), and takes note also of the recommendations outlined in section IV of the report;

² *Official Records of the General Assembly, Fifty-second Session, Supplement No. 25 (A/52/25), annex.*

³ *Report of the United Nations Conference on Human Settlements (Habitat II), Istanbul, 3-14 June 1996 (United Nations publication, Sales No. E.97.IV.6), chap. I, resolution 1, annex I.*

⁴ See A/54/25, annex I. For the final text, see *Official Records of the General Assembly, Fifty-fourth Session, Supplement No. 25.*

⁵ See A/54/8, annex I. For the final text, see *Official Records of the General Assembly, Fifty-fourth Session, Supplement No. 8.*

2. *Requests* the Secretary-General to strengthen the United Nations Office at Nairobi, in its capacity as the only United Nations headquarters located in a developing country, through the provision of requisite support and stable, adequate and predictable financial resources, including by proposing additional regular budget resources, as envisaged by the General Assembly in its resolution 52/220 of 22 December 1997, for the consideration of the Assembly, with due regard for proper United Nations budgetary procedures;

3. *Encourages* the Director-General of the United Nations Office at Nairobi to take steps to increase the level of utilization of the Office, and in this regard encourages other agencies, funds and programmes to consider increasing their utilization of its facilities for their activities;

4. *Calls upon* the United Nations Environment Programme and the United Nations Centre for Human Settlements (Habitat) to increase cooperation in and strengthen coordination of their activities, within the framework of their respective mandates and separate programmatic and organizational identities, as well as their separate Executive Directors;

5. *Supports* the proposal of the Secretary-General regarding the establishment of an environmental management group for the purpose of enhancing inter-agency coordination in the field of environment and human settlements, and requests the Secretary-General to develop, in consultation with the Member States and members of the Administrative Committee on Coordination, the mandate, terms of reference, appropriate criteria for membership and flexible, cost-effective working methods of the proposed environmental management group and to submit them to the General Assembly for consideration at its fifty-fourth session;

6. *Welcomes* the proposal to institute an annual, ministerial-level, global environmental forum, with the Governing Council of the United Nations Environment Programme constituting the forum in the years that it meets in regular session and, in alternate years, with the forum taking the form of a special session of the Governing Council, in which participants can gather to review important and emerging policy issues in the field of the environment, with due consideration for the need to ensure the effective and efficient functioning of the governance mechanisms of the United Nations Environment Programme, as well as possible financial implications, and the need to maintain the role of the Commission on Sustainable Development as the main forum for high-level policy debate on sustainable development;

7. *Supports* the proposals for the facilitation of and support for enhancing linkages and coordination within and among environmental and environment-related conventions, including by the United Nations Environment Programme, with full respect for the status of the respective convention secretariats and the autonomous decision-making prerogatives of the conferences of the parties to the conventions concerned, and emphasizes in this regard the need to provide the United Nations Environment Programme with adequate resources to perform this task;

8. *Welcomes* the proposals for the involvement, participation and constructive engagement of major groups active in the field of environment and human settlements, with due consideration for the relevant rules, regulations and procedures of the United Nations;

9. *Reiterates* the importance of strengthening the capacity and capability of the United Nations Environment Programme and the United Nations Centre for Human Settlements (Habitat), within the framework of their existing mandates, in the areas of information, the monitoring and assessment of global and regional environmental and human settlements trends and early warning information on environmental threats, so as to catalyse and promote international cooperation and action, and in this context emphasizes the importance of strengthening the system-wide Earthwatch as an effective, accessible and strictly non-political science-based system;

10. *Reaffirms* that, in accordance with its mandate, the United Nations Environment Programme should not become involved in conflict identification, prevention or resolution;

11. *Stresses* the need to ensure that capacity-building and technical assistance, in particular with respect to institutional strengthening in developing countries, as well as research and scientific studies in the field of environment and human settlements, must remain important components of the work programmes of both the United Nations Environment Programme and the United Nations Centre for Human Settlements (Habitat), within their existing mandates, and also stresses, in this regard, the need for adequate financial resources as well as the need to avoid duplication of efforts;

12. *Also stresses* the need to enhance further the role of the United Nations Environment Programme as an implementing agency of the Global Environment Facility, consistent with its role as defined in the Instrument for the Establishment of the Restructured Global Environment Facility;⁶

13. *Reaffirms* the role of the Commission on Human Settlements in the implementation of the Habitat Agenda,⁷ emphasizes the need for it to take steps to prepare for the review of its implementation in 2001, and welcomes the proposals that the United Nations Centre for Human Settlements (Habitat) should strengthen its core activities and develop into a centre for excellence with regard to human settlements;

14. *Welcomes* the proposal to continue ongoing work in the development of indicators in the field of environment and human settlements, and in this regard stresses the importance of the need to avoid duplication of efforts;

15. *Requests* the Secretary-General to submit to the General Assembly at its fifty-fourth session a report on the implementation of the present resolution.

*105th plenary meeting
28 July 1999*

⁶ UNEP/GCSS.IV/2.

⁷ *Report of the United Nations Conference on Human Settlements (Habitat II), Istanbul, 3-14 June 1996* (United Nations publication, Sales No. E.97.IV.6), chap. I, resolution 1, annex II.



General Assembly

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Fifty-third session
Agenda item 94

RESOLUTION ADOPTED BY THE GENERAL ASSEMBLY

[on the report of the Second Committee (A/53/609/Add.6)]

53/187. Report of the Governing Council of the United Nations Environment Programme

The General Assembly,

Recalling its resolution 2997 (XXVII) of 15 December 1972, by which it decided to establish the Governing Council of the United Nations Environment Programme,

Also recalling the results and decisions of the nineteenth special session of the General Assembly, convened for the purpose of an overall review and appraisal of the implementation of Agenda 21,¹ and, in particular, paragraphs 119 and 122 to 124 of the Programme for the Further Implementation of Agenda 21,²

Further recalling the Nairobi Declaration on the Role and Mandate of the United Nations Environment Programme,³ adopted by the Governing Council of the United Nations Environment Programme at its nineteenth session,

¹ *Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3–14 June 1992* (United Nations publication, Sales No. E.93.I.8 and corrigenda), vol. I: *Resolutions adopted by the Conference*, resolution 1, annex II.

² Resolution S-19/2, annex.

³ *Official Records of the General Assembly, Fifty-second Session, Supplement No. 25 (A/52/25)*, annex, decision 19/1, annex.

Having considered the report of the Governing Council of the United Nations Environment Programme on its fifth special session,⁴

1. *Welcomes* the report of the Governing Council of the United Nations Environment Programme on its fifth special session and the decisions contained therein;⁴

2. *Recognizes*, in particular, the Governing Council decision on the revitalization, reform and strengthening of the United Nations Environment Programme,⁵ including the areas of concentration of the activities of the Programme as proposed by the Executive Director in keeping with the spirit of the Nairobi Declaration on the Role and Mandate of the United Nations Environment Programme,³ as well as other priority areas of the Programme, as established by the Governing Council at its nineteenth session;

3. *Welcomes* the adoption by the Conference of Plenipotentiaries, at Rotterdam, Netherlands, on 11 September 1998, of the Convention on the Prior Informed Consent Procedure for Certain Hazardous Chemicals and Pesticides in International Trade, and takes note of the fact that the functions of the secretariat of the Convention are jointly performed by the Food and Agriculture Organization of the United Nations and the United Nations Environment Programme as an interim arrangement pending the final decision to be taken by the parties to the Convention on the location of the secretariat;

4. *Also welcomes* the holding of the first session of the Intergovernmental Negotiating Committee for an International Legally Binding Instrument for Implementing International Action on Certain Persistent Organic Pollutants, which took place at Montreal, Canada, from 29 June to 3 July 1998, and further welcomes the positive role played by the United Nations Environment Programme in the field of environmental management of chemicals and especially the efforts undertaken by the Programme, as the secretariat of the convention, for the negotiations on a convention on persistent organic pollutants;

5. *Emphasizes* 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;

6. *Welcomes* the Governing Council decision,⁶ as well as the decisions taken by the Assembly of the Global Environment Facility at its meeting held at New Delhi from 1 to 3 April 1998 and by the Global Environment Facility Council at its meeting held in Washington, D.C., from 14 to 16 October 1998, regarding the role of the United Nations Environment Programme in the Facility, and also welcomes the collaboration with the Facility on freshwater resources, as in the global international water assessment, and on activities aimed at combating land degradation as they relate to the focal areas of the Facility;

7. *Encourages* the Executive Director of the United Nations Environment Programme to continue with the ongoing reform of the Programme, and recognizes, as stated in the Nairobi Declaration, that, in order to operationalize its mandate, a revitalized Programme needs adequate, stable and predictable

⁴ Ibid., *Fifty-third Session, Supplement No. 25 (A/53/25)*.

⁵ Ibid., annex I, decision SS.V/2.

⁶ Ibid., decision SS.V/6.

financial resources, and in this regard also recognizes the interrelationship between excellence, relevance and cost-effectiveness in programme delivery, confidence in the organization and a consequent increase in the ability of the Programme to attract funding;

8. *Also encourages* the Executive Director of the United Nations Environment Programme to intensify his efforts to mobilize additional financial resources from other donor sources, as appropriate, in order to support the implementation of the priority areas of the Programme in line with the Nairobi Declaration and subject to the agreement of the Governing Council.

*91st plenary meeting
15 December 1998*

Declares that no resolution adopted at the twenty-seventh session of the General Assembly can affect principles 21 and 22 of the Declaration of the United Nations Conference on the Human Environment.

2112th plenary meeting
15 December 1972

2997 (XXVII). Institutional and financial arrangements for international environmental co-operation

The General Assembly,

Convinced of the need for prompt and effective implementation by Governments and the international community of measures designed to safeguard and enhance the environment for the benefit of present and future generations of man,

Recognizing that responsibility for action to protect and enhance the environment rests primarily with Governments and, in the first instance, can be exercised more effectively at the national and regional levels,

Recognizing further that environmental problems of broad international significance fall within the competence of the United Nations system,

Bearing in mind that international co-operative programmes in the field of the environment must be undertaken with due respect for the sovereign rights of States and in conformity with the Charter of the United Nations and principles of international law,

Mindful of the sectoral responsibilities of the organizations in the United Nations system,

Conscious of the significance of regional and sub-regional co-operation in the field of the environment and of the important role of the regional economic commissions and other regional intergovernmental organizations,

Emphasizing that problems of the environment constitute a new and important area for international co-operation and that the complexity and interdependence of such problems require new approaches,

Recognizing that the relevant international scientific and other professional communities can make an important contribution to international co-operation in the field of the environment,

Conscious of the need for processes within the United Nations system which would effectively assist developing countries to implement environmental policies and programmes that are compatible with their development plans and to participate meaningfully in international environmental programmes,

Convinced that, in order to be effective, international co-operation in the field of the environment requires additional financial and technical resources,

Aware of the urgent need for a permanent institutional arrangement within the United Nations system for the protection and improvement of the environment,

Taking note of the report of the Secretary-General on the United Nations Conference on the Human Environment,⁴²

I

GOVERNING COUNCIL OF THE UNITED NATIONS
ENVIRONMENT PROGRAMME

1. *Decides* to establish a Governing Council of the United Nations Environment Programme, composed of fifty-eight members elected by the General Assembly for three-year terms on the following basis:

- (a) Sixteen seats for African States;
- (b) Thirteen seats for Asian States;
- (c) Six seats for Eastern European States;
- (d) Ten seats for Latin American States;
- (e) Thirteen seats for Western European and other States;

2. *Decides* that the Governing Council shall have the following main functions and responsibilities:

(a) To promote international co-operation in the field of the environment and to recommend, as appropriate, policies to this end;

(b) To provide general policy guidance for the direction and co-ordination of environmental programmes within the United Nations system;

(c) To receive and review the periodic reports of the Executive Director of the United Nations Environment Programme, referred to in section II, paragraph 2, below, on the implementation of environmental programmes within the United Nations system;

(d) To keep under review the world environmental situation in order to ensure that emerging environmental problems of wide international significance receive appropriate and adequate consideration by Governments;

(e) To promote the contribution of the relevant international scientific and other professional communities to the acquisition, assessment and exchange of environmental knowledge and information and, as appropriate, to the technical aspects of the formulation and implementation of environmental programmes within the United Nations system;

(f) To maintain under continuing review the impact of national and international environmental policies and measures on developing countries, as well as the problem of additional costs that may be incurred by developing countries in the implementation of environmental programmes and projects, and to ensure that such programmes and projects shall be compatible with the development plans and priorities of those countries;

(g) To review and approve annually the programme of utilization of resources of the Environment Fund referred to in section III below;

3. *Decides* that the Governing Council shall report annually to the General Assembly through the Economic and Social Council, which will transmit to the Assembly such comments on the report as it may deem necessary, particularly with regard to questions of co-ordination and to the relationship of environmental policies and programmes within the United Nations system to overall economic and social policies and priorities;

II

ENVIRONMENT SECRETARIAT

1. *Decides* that a small secretariat shall be established in the United Nations to serve as a focal point for environmental action and co-ordination within the

⁴² A/8783 and Add.1, Add.1/Corr.1 and Add.2.

United Nations system in such a way as to ensure a high degree of effective management;

2. *Decides* that the environment secretariat shall be headed by the Executive Director of the United Nations Environment Programme, who shall be elected by the General Assembly on the nomination of the Secretary-General for a term of four years and who shall be entrusted, *inter alia*, with the following responsibilities:

(a) To provide substantive support to the Governing Council of the United Nations Environment Programme;

(b) To co-ordinate, under the guidance of the Governing Council, environmental programmes within the United Nations system, to keep their implementation under review and to assess their effectiveness;

(c) To advise, as appropriate and under the guidance of the Governing Council, intergovernmental bodies of the United Nations system on the formulation and implementation of environmental programmes;

(d) To secure the effective co-operation of, and contribution from, the relevant scientific and other professional communities in all parts of the world;

(e) To provide, at the request of all parties concerned, advisory services for the promotion of international co-operation in the field of the environment;

(f) To submit to the Governing Council, on his own initiative or upon request, proposals embodying medium-range and long-range planning for United Nations programmes in the field of the environment;

(g) To bring to the attention of the Governing Council any matter which he deems to require consideration by it;

(h) To administer, under the authority and policy guidance of the Governing Council, the Environment Fund referred to in section III below;

(i) To report on environmental matters to the Governing Council;

(j) To perform such other functions as may be entrusted to him by the Governing Council;

3. *Decides* that the costs of servicing the Governing Council and providing the small secretariat referred to in paragraph 1 above shall be borne by the regular budget of the United Nations and that operational programme costs, programme support and administrative costs of the Environment Fund established under section III below shall be borne by the Fund;

III

ENVIRONMENT FUND

1. *Decides* that, in order to provide for additional financing for environmental programmes, a voluntary fund shall be established, with effect from 1 January 1973, in accordance with existing United Nations financial procedures;

2. *Decides* that, in order to enable the Governing Council of the United Nations Environment Programme to fulfil its policy-guidance role for the direction and co-ordination of environmental activities, the Environment Fund shall finance wholly or partly the costs of the new environmental initiatives undertaken within the United Nations system—which will include the initiatives envisaged in the Action Plan

for the Human Environment⁴³ adopted by the United Nations Conference on the Human Environment, with particular attention to integrated projects, and such other environmental activities as may be decided upon by the Governing Council—and that the Governing Council shall review these initiatives with a view to taking appropriate decisions as to their continued financing;

3. *Decides* that the Environment Fund shall be used for financing such programmes of general interest as regional and global monitoring, assessment and data-collecting systems, including, as appropriate, costs for national counterparts; the improvement of environmental quality management; environmental research; information exchange and dissemination; public education and training; assistance for national, regional and global environmental institutions; the promotion of environmental research and studies for the development of industrial and other technologies best suited to a policy of economic growth compatible with adequate environmental safeguards; and such other programmes as the Governing Council may decide upon, and that in the implementation of such programmes due account should be taken of the special needs of the developing countries;

4. *Decides* that, in order to ensure that the development priorities of developing countries shall not be adversely affected, adequate measures shall be taken to provide additional financial resources on terms compatible with the economic situation of the recipient developing country, and that, to this end, the Executive Director, in co-operation with competent organizations, shall keep this problem under continuing review;

5. *Decides* that the Environment Fund, in pursuance of the objectives stated in paragraphs 2 and 3 above, shall be directed to the need for effective co-ordination in the implementation of international environmental programmes of the organizations in the United Nations system and other international organizations;

6. *Decides* that, in the implementation of programmes to be financed by the Environment Fund, organizations outside the United Nations system, particularly those in the countries and regions concerned, shall also be utilized as appropriate, in accordance with the procedures established by the Governing Council, and that such organizations are invited to support the United Nations environmental programmes by complementary initiatives and contributions;

7. *Decides* that the Governing Council shall formulate such general procedures as are necessary to govern the operations of the Environment Fund;

IV

ENVIRONMENT CO-ORDINATION BOARD

1. *Decides* that, in order to provide for the most efficient co-ordination of United Nations environmental programmes, an Environment Co-ordination Board, under the chairmanship of the Executive Director of the United Nations Environment Programme, shall be established under the auspices and within the framework of the Administrative Committee on Co-ordination;

2. *Further decides* that the Environment Co-ordination Board shall meet periodically for the purpose of ensuring co-operation and co-ordination among all

⁴³ A/CONF.48/14 and Corr.1, chap. II.

bodies concerned in the implementation of environmental programmes and that it shall report annually to the Governing Council of the United Nations Environment Programme;

3. *Invites* the organizations of the United Nations system to adopt the measures that may be required to undertake concerted and co-ordinated programmes with regard to international environmental problems, taking into account existing procedures for prior consultation, particularly on programme and budgetary matters;

4. *Invites* the regional economic commissions and the United Nations Economic and Social Office at Beirut, in co-operation where necessary with other appropriate regional bodies, to intensify further their efforts directed towards contributing to the implementation of environmental programmes in view of the particular need for the rapid development of regional co-operation in this field;

5. *Also invites* other intergovernmental and those non-governmental organizations that have an interest in the field of the environment to lend their full support and collaboration to the United Nations with a view to achieving the largest possible degree of co-operation and co-ordination;

6. *Calls upon* Governments to ensure that appropriate national institutions shall be entrusted with the task of the co-ordination of environmental action, both national and international;

7. *Decides* to review as appropriate, at its thirty-first session, the above institutional arrangements, bearing in mind, *inter alia*, the responsibilities of the Economic and Social Council under the Charter of the United Nations.

2112th plenary meeting
15 December 1972

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* *

At its 2112th plenary meeting, on 15 December 1972, the General Assembly, in pursuance of section I, paragraph 1, of the above resolution, elected the fifty-eight members of the Governing Council of the United Nations Environment Programme.

The following States were elected: ARGENTINA, AUSTRALIA, AUSTRIA, BRAZIL, BURUNDI, CAMEROON, CANADA, CENTRAL AFRICAN REPUBLIC, CHILE, CHINA, CZECHOSLOVAKIA, FRANCE, GABON, GERMAN DEMOCRATIC REPUBLIC, GERMANY, FEDERAL REPUBLIC OF, GHANA, GUATEMALA, ICELAND, INDIA, INDONESIA, IRAN, IRAQ, ITALY, JAMAICA, JAPAN, JORDAN, KENYA, KUWAIT, LEBANON, MADAGASCAR, MALAWI, MEXICO, MOROCCO, NETHERLANDS, NICARAGUA, NIGERIA, PAKISTAN, PANAMA, PERU, PHILIPPINES, POLAND, ROMANIA, SENEGAL, SIERRA LEONE, SOMALIA, SPAIN, SRI LANKA, SUDAN, SWEDEN, SYRIAN ARAB REPUBLIC, TUNISIA, TURKEY, UNION OF SOVIET SOCIALIST REPUBLICS, UNITED KINGDOM OF GREAT BRITAIN AND NORTHERN IRELAND, UNITED REPUBLIC OF TANZANIA, UNITED STATES OF AMERICA, VENEZUELA and YUGOSLAVIA.

The General Assembly then selected by the drawing of lots the members of the Governing Council to serve for three years, for two years and for one year.

As a result of the above election, the composition of the Governing Council of the United Nations Environment Programme for 1973 will be as follows: ARGENTINA, AUSTRALIA,** AUSTRIA,** BRAZIL,** BURUNDI,** CAMEROON,** CANADA,* CENTRAL AFRICAN REPUBLIC,** CHILE,** CHINA,* CZECHOSLOVAKIA,* FRANCE,* GABON,* GERMAN DEMOCRATIC REPUBLIC,** GERMANY, FEDERAL REPUBLIC OF,** GHANA,* GUATEMALA,* ICELAND,** INDIA,** INDONESIA,* IRAN,** IRAQ,** ITALY,** JAMAICA,* JAPAN,** JORDAN,** KENYA,** KUWAIT,** LEBANON,* MADAGASCAR,** MALAWI,** MEXICO,** MOROCCO,* NETHERLANDS,** NICARAGUA,** NIGERIA,** PAKISTAN,** PANAMA,** PERU,** PHILIPPINES,**

POLAND,** ROMANIA,** SENEGAL,** SIERRA LEONE,* SOMALIA,** SPAIN,* SRI LANKA,** SUDAN,* SWEDEN,* SYRIAN ARAB REPUBLIC,* TUNISIA,** TURKEY,** UNION OF SOVIET SOCIALIST REPUBLICS,** UNITED KINGDOM OF GREAT BRITAIN AND NORTHERN IRELAND,** UNITED REPUBLIC OF TANZANIA,** UNITED STATES OF AMERICA,** VENEZUELA** and YUGOSLAVIA.*

* Term of office expires on 31 December 1973.

** Term of office expires on 31 December 1974.

*** Term of office expires on 31 December 1975.

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At the same meeting, in pursuance of section II, paragraph 2, of the above resolution, the General Assembly, on the nomination of the Secretary-General,⁴⁴ elected Mr. Maurice F. STRONG Executive Director of the United Nations Environment Programme.

2998 (XXVII). Criteria governing multilateral financing of housing and human settlements

The General Assembly,

Having considered the report of the United Nations Conference on the Human Environment,⁴⁵

Recalling its resolutions 1393 (XIV) of 20 November 1959, 1508 (XV) of 12 December 1960, 1676 (XVI) of 18 December 1961, 1917 (XVIII) of 5 December 1963, 2036 (XX) of 7 December 1965, 2598 (XXIV) of 16 December 1969, 2626 (XXV) of 24 October 1970 and 2718 (XXV) of 15 December 1970,

Recalling also Economic and Social Council resolution 1170 (XLI) of 5 August 1966,

Mindful of the aims expressed in the Preamble of the Charter of the United Nations to employ international machinery for the promotion of the economic and social advancement of all peoples, as well as in Articles 55 and 56 of the Charter,

Taking into account the *World Plan of Action for the Application of Science and Technology to Development*,⁴⁶

Considering the important role assigned to housing as part of the International Development Strategy for the Second United Nations Development Decade,⁴⁷

Further recalling resolution 2718 (XXV) in which the General Assembly set out broad directions and measures essential for the improvement of human settlements,

Noting the report of the Secretary-General entitled *Proposals for Action on Finance for Housing, Building and Planning*,⁴⁸

Taking into account the annual report of the International Bank for Reconstruction and Development for 1970,⁴⁹ in which the Bank, *inter alia*, considered that priority should be given to housing and human settlements,

Taking note of the policy statement on urbanization of 1972 of the International Bank for Reconstruction

⁴⁴ See A/8965.

⁴⁵ A/CONF.48/14 and Corr.1.

⁴⁶ United Nations publication, Sales No.: E.71.II.A.18.

⁴⁷ Resolution 2626 (XXV).

⁴⁸ United Nations publication, Sales No.: E.73.IV.4.

⁴⁹ International Bank for Reconstruction and Development—International Development Association, *Annual Report, 1970* (Washington, D.C.).