Second meeting of the Consultative Group of Ministers or High-level Representatives on International Environmental Governance Rome, 26 – 29 October 2009

> Table on incremental changes for IEG: Actions to be taken by the UNEP Governing Council/Global Ministerial Environment Forum versus the United Nations General Assembly

Information note by the Executive Director

Table on incremental changes for IEG: Actions to be taken by the UNEP Governing Council/Global Ministerial Environment Forum (GC/GMEF) versus the United Nations General Assembly (UNGA)

Legend:

- ✓ = Requiring action by the GC/GMEF and/or UNGA
- † = Beyond the authority of GC/GMEF and UNGA

The incremental changes set out in the Compendium to the Executive Director's Rome Paper, and replicated below, require action to be taken by either the GC/GMEF the UNGA or both. Actions may include recommendations to the UNGA from the GC/GMEF.

There are some instances where the GC/GMEF could make progress but some elements of a proposed incremental change will require action by the UNGA — in which case both boxes are ticked.

In some instances action is also required by other governing bodies and reference is made to other bodies, such as the conferences of the parties (COPs) to multilateral environmental agreements (MEAs), the Global Environment Facility (GEF) etc., where neither the GC/GMEF nor the UNGA has the authority to require certain actions. Recommendations can however be made to the relevant governing bodies. These cases are marked by a cross (†).

In reviewing the incremental changes, it is also important to bear in mind that a number of incremental reforms are already being carried out by the Executive Director through implementing the Cartagena Package, often referred to by the Executive Director as 'UNEP+'. Such initiatives have been reported to both the GC/GMEF and the UNEP Committee of Permanent Representatives.

This table is work in progress and is subject to ongoing review.

Objectives	Functions	Incremental changes	UNEP GC/GMEF	UN General Assembly
Creating a strong, credible and coherent science base	Data and information collection, exchange and analysis Assessment, early	Encourage UNEP to partner systematically with research institutions, academies of science and scientific societies to access research and in-depth expertise. ²	~	
warning, and	warning, and awareness raising	Formulate guidelines for conflict of interests of experts participating in technical and scientific panels and committees in the field of environment. (Inspector's observation) ¹	~	
		Strengthen the links between UNEP's regional offices and relevant scientific networks. ²	√	
		Create a central information node for submission of government data related to all international obligations.	√	
		Explore the benefits of networking among scientific mechanisms and institutions, based on the example of IPBES. ²¹	√	√
Cre	Cross-sectoral data collection and research	Strengthen science and knowledge on the interface between environment and sustainable development. ⁶	√	√
		Encourage UNEP to establish partnerships between environmental science and social sciences.	√	
	Science-policy interface	Encourage user-friendly presentations of environmental assessments and policy responses. ²	√	

Objectives	Functions	Incremental changes	UNEP GC/GMEF	UN General Assembly
		Provide regularly integrated and clustered assessments, translated into strategic policy recommendations to the GC/GMEF.	✓	
		Any science-policy interface should reach the world beyond that of the environmental sphere, including those dealing with other portfolios, such as finance. ²³	√	
Developing a global authoritative and responsive voice for sustainability	Global agenda setting and policy guidance	Strengthen the GC/GMEF through better decision-making, e.g. by turning the President's Summary into a Declaration. Shorten the ministerial segment to allow greater participation of ministers. ⁴	√	
		Recognise the GMEF as the body where global environmental strategy is decided and agenda setting on environmental sustainability takes place. ⁴	√	√
		The GMEF to have the potential to become a more effective forum for high level policy interaction amongst environment ministers and ministers from non-environmental sectors. The GMEF needs to clarify its primary mission, its relationship with the COPs of MEAs, whether it should have its own permanent secretariat. ²⁸	~	V
		Strengthen the normative role of UNEP on environmental policy through progressively greater coordination of MEAs in respect of the decision making powers of the COPs. 4,27	√	√ †
		Explore the full potential of the GMEF as the cornerstone of the IEG system, as stipulated in the Cartagena Package. ²⁰	√	√
		Address the inability of the GC/GMEF to give policy guidance or to provide strategic direction across the board of the UN, the GEF and the MEAs, including by considering a UNEP+, UNEO/WEO, or an umbrella organisation. ²⁵		√
		To make IEG more effective it would be good to better use the GMEF meetings for collecting comments from governments in an interactive way and provide a strategic role. 26.27	√	
		Further promote the participation by major groups to the GMEF. ²⁷	√	
	Rule making, standard setting and development of universal principles	Continue establishment of permanent thematic compliance monitoring systems through regular peer reviews and/or expert reviews in consultation with civil society.	√	

Objectives	Functions	Incremental changes	UNEP GC/GMEF	UN General Assembly
	Compliance, monitoring and accountability	The GA should provide the UNEP GC/GMEF with adequate support through activating its own regular review of the reports of MEAs to enhance GC/GMEF's capacity to fulfil its mandate to review and evaluate, on a regular basis, the implementation of all MEAs administered within the UN system, with a view to ensuring coordination and coherence between them in accordance with decision SS.VII/1 and keep the GA informed of progress made.(Recommendation 5) ¹	✓	~
		The GC/GMEF could engage in periodic stocktaking and, inter alia, review synergies and linkages undertaken between MEAs, as well as review reports of the EMG and progress in inter-agency collaboration. The GC/GMEF 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 GA resolution 2997 (XXVII). ³ Ensure that implementation, monitoring	*	/4
		and compliance mechanisms are in place. 13	·	√ †
		Ask UNEP to conduct a regular policy review based on thematic areas, such as the six priority areas under UNEP's Medium-Term Strategy for 2010-2013.	√	
	Dispute settlement and avoidance			
Achieving coherence within the UN system Coordination of policies and programmes	policies and	Submit to the GA a clear understanding on the division of labour among development agencies, UNEP and the MEAs, outlining their respective areas and types of normative and operational capacity building activities for environmental protection and sustainable development. (Recommendation 1) ¹	Recommend s to GA	√
		Strengthen the position of UNEP in the ongoing work for UN reform and systemwide coherence. ⁴	Recommend s to GA	√
		Strengthen cooperation between UNEP and international economic, trade and financial organisations both within and outside the UN system. ²	√	√
	Strengthen the leading position of the EMG toward strengthening environmental integration in areas of UN work, such as development, industrial development, etc. ⁴	√	✓	
		Ensure better integration of environmental concerns into economic policy and strategic planning by setting up issuemanagement groups to deal with specific areas in the EMG. ²	√	
		Task the EMG with keeping a consolidated UN environment calendar in order to reduce scheduling conflicts. ²	✓	

Objectives	Functions	Incremental changes	UNEP GC/GMEF	UN General Assembly
		Charge the EMG with reporting annually to the GA on its progress in improving cooperation and on the difficulties and obstacles encountered in this endeavour. ²	Recommend s to GA	√
		Strengthen UNEP's role within UNDG by tasking UNEP with the chairing of the environmental subgroup of UNDG. ²	✓	√
		Coordinate activities in UNEP more closely with technical programmes through UN Regional Commissions. ²	✓	√
		Use UNEP's regional offices to coordinate environment-related activities with UN Regional Commissions and other regional programmes. ²	√	
		Review and integrate the CSD and the GEF. 15	√ Recommend s to GA	√
		Make UNEP and the MEAs formal observers on all the relevant committees of the WTO and vice versa. ²	√	√ †
	Coordination and rationalisation of MEA secretariat activities	Propose modalities by which member states can better formulate and manage MEAs without creating an independent convention secretariat. (Recommendation 4) ¹	√	
		Enhance UNEP's mandate under the Cartagena Package to undertake a horizontal and periodic review of the effectiveness of MEAs in close consultation with the governing bodies and secretariats of the MEAs and act as a regular mechanism to rectify inconsistencies among them and develop synergies where common issues arise. (Inspector's observation) ^{1,27}	~	v †
		Increase transparency in the use of the programme support cost resources on an actual cost basis and in the services delivered to MEAs administered by the UN and UNEP, and to this end ensure that programme support costs charged for such services are budgeted and applied against actual expenditures incurred. (Recommendation 12a) ¹	~	√
		Undertake a review of UNEP and UNON practices concerning the recruitment of staff for MEA secretariats, and propose steps to improve the staffing situation and geographical distribution of staff. (Recommendation 11) ¹	√	

Objectives	Functions	Incremental changes	UNEP GC/GMEF	UN General Assembly
		Establish a process under the guidance of the GA, and with the assistance of UNEP, to initiate the thematic, programmatic and administrative clustering of MEAs 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 ²	✓	* †
		Start the clustering process of biodiversity- related MEAs based on the example of the chemical conventions. ^{8,10,11,16}	√	
		Foster the cooperation and clustering of the chemical MEAs. ¹⁷	✓	
		Advance the synergistic approach to the administration and implementation of the chemical MEAs. ¹⁸	√	
		Apply the clustering approach to biodiversity related MEAs and investigate the potential for having one secretariat for each thematic cluster. ¹⁹	Also requires involvement of relevant COPs	à
		Consider development of joint implementation mechanisms of MEAs, subject to COP approval, including shared administrative functions between UNEP-administered MEAs. ⁹	Also requires involvement of relevant COPs	
		Strengthen secretariats, including their right to perform independent monitoring of national implementation efforts.	√	
		Ask the GA to set a timeframe for the implementation of the thematic clustering and subsequent set up of joint structures. ²	Recommend s to GA	√ †
		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. ²	√	√ †
		MEAs are called upon to improve their participation at regional environmental meetings and interaction with UNEP regional offices as well as with regional organisations and relevant UN agencies that have activities at a regional level. ²	√ †	
		Being the principal international body dealing with environmental protection at the global level, UNEP's funding must be stabilised, increased and be made more predictable. ¹⁵	√	V

Objectives	Functions	Incremental changes	UNEP GC/GMEF	UN General Assembly
Securing sufficient, predictable and coherent funding	Mobilising funds for the global environment	Strengthen the financial basis of UNEP through: i. better balance between earmarked and non-earmarked resources ii. continued application of the indicative scale of assessment iii. systematic use of results-based budgeting. ²	~	
		Undertake a review of the adequacy and effectiveness of funding environmental activities focusing on the concept of incremental costs and submit a report hereon to the GA through the relevant intergovernmental bodies. (Recommendation 8) ¹	Recommend to GA	V
		The GA upon receipt of the report and the views on it of the intergovernmental bodies concerned, should redefine the concept of incremental cost funding applicable to the existing financial mechanisms. (Recommendation 9) ¹	V	à Would require involvement of GEF
		The IEG system must be concretely financed to allow member states to address the environmental challenges. ¹²	√	√
		Develop a set of common guidelines for the provision and use of administrative, financial and technical support services.	√	
		Member states to further develop consistent funding policies that are actively being pursued through their representation in the governing bodies of the various organisations, Funds, etc. ²⁷	~	
		Actions under the UNEP/GEF Action Plan on Complementarity and the UNEP/GEF Strategic Partnership (see § 25 Cartagena agreement) ²⁷	√	
		Fund the efforts of UNEP to pursue greater use of green economy investments at the level of countries and international institutions. ⁴	√	
	Development of innovative market-based financing mechanisms	We must welcome and make the best possible use of innovative financial mechanisms that can greatly increase funding for environment and sustainable development. ⁶	~	
		Ask UNEP to provide a detailed analysis of the potential creation of funds based on market mechanisms, such as carbon trading, biodiversity credits or pricing of ecosystem services.	~	
		Strengthen UNEP's guiding role with regard to the allocation of GEF funding. ⁵	✓ May require involvement of GEF	

Objectives	Functions	Incremental changes	UNEP GC/GMEF	UN General Assembly
	Influencing priorities for financing environmental initiatives	Further pursue the partnership between UNEP and the GEF and 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 GC/GMEF. ³	à Would require involvement of GEF	
		Develop a mechanism that will assist in determining overlaps or underfunding across subject areas.	√	
		Promote greater mobilization of resources from the private sector and other major groups in accordance with applicable UN rules and procedures. ³	√	
	Linking the public and private sector	Ask UNEP to identify and enhance public- private funding partnerships in core areas, such as research and development and disbursement of environmental technologies.	V	
		Adopt the BSP as the overarching guiding framework for operational activities of MEAs, UN agencies and IFIs at the country level. ²	√	√ †
Ensuring a responsive and cohesive	Human and institutional capacity building			
approach to meeting country needs	Technology transfer and financial support	Ensure that the capacity building and technology support related to the implementation of the BSP becomes an integral part of national development frameworks. ²	√	√
		Provide financial resources and technical capacity to developing countries to enable them meet their obligations. ¹⁴	~	
		Accelerate the implementation of the Bali Strategic Plan (BSP) to provide more capacity building to developing countries through closer collaboration between UNEP and UNDP and other relevant agencies. ⁴	Also recommends to GA	√
	Linking the international with the local level	Operationalise the UNEP-UNDP MoU and agree on common programmes that will seek common funding. ⁴	√	
		Assess and expand ongoing pilot programmes jointly undertaken by UNEP and UNDP to address complex subregional environmental challenges. ²	√	
		Strengthen the links between UNEP's regional offices and regional and subregional organisations. ²	√	
		Provide UNEP's regional offices with a mandate for capacity-building and technology support in regard to the implementation of the BSP. ²	√	

Objectives	Functions	Incremental changes	UNEP GC/GMEF	UN General Assembly
		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. ²	√	à Also relates to COPs and UNDG
		Ensure that any savings resulting from improved coordination and cooperation of MEAs are used to increase implementation activities. ²	√	
		Ensure a country responsive international system. ⁶	✓	√
		There is a need to mainstream the environment into development processes implemented by multilateral organisations at the country level. ²⁴	√	
		Implementation of MEAs must be part of national development plans and need to be better coordinated to yield more synergies among MEAs and other organisations, including UNDP, the World Bank and UNEP. ²⁴	~	~

¹ Report of the Joint Inspection Unit on the management review of environmental governance within the United Nations

³ GCSS/VII Cartagena

⁴ Memorandum of the European Commission, 2 July 2009

⁵ Statement of the Chinese Delegation to the first meeting of the Consultative Group on IEG in Belgrade, 2009

⁶ Statement of the Norwegian Delegation to the first meeting of the Consultative Group on IEG in Belgrade, 2009

8 Statement of the Finnish Delegation to the first meeting of the Consultative Group on IEG in Belgrade, 2009 ⁹ Memorandum of the US Delegation to the Secretariat, dated 8 August 2009

- ¹⁰ Statement of the Japanese Delegation to the first meeting of the Consultative Group on IEG in Belgrade, 2009
- 11 Statement of the Indonesian Delegation to the first meeting of the Consultative Group on IEG in Belgrade, 2009
- 12 Statement of the Algerian Delegation to the first meeting of the Consultative Group on IEG in Belgrade, 2009
- ¹³ Statement of the Botswana Delegation to the first meeting of the Consultative Group on IEG in Belgrade, 2009
- ¹⁴ Statement of the G77 and China to the first meeting of the Consultative Group on IEG in Belgrade, 2009 ¹⁵ Statement of the Kenyan Delegation to the first meeting of the Consultative Group on IEG in Belgrade, 2009
- Statement of the Pakistani Delegation to the first meeting of the Consultative Group on IEG in Belgrade, 2009
- ¹⁷ Statement of the Syrian Delegation to the first meeting of the Consultative Group on IEG in Belgrade, 2009
- ¹⁸ Statement of the Tanzanian Delegation to the first meeting of the Consultative Group on IEG in Belgrade, 2009
- ¹⁹ Statement of the Argentinean Delegation to the first meeting of the Consultative Group on IEG in Belgrade, 2009
- ²⁰ Statement of the Belgian Delegation to the first meeting of the Consultative Group on IEG in Belgrade, 2009
- ²¹ Statement of the Spanish Delegation to the first meeting of the Consultative Group on IEG in Belgrade, 2009
- ²² Statement of the Mexican Delegation to the first meeting of the Consultative Group on IEG in Belgrade, 2009
- 23 Statement of the Canadian Delegation to the first meeting of the Consultative Group on IEG in Belgrade, 2009
- ²⁴ Statement of the Dutch Delegation to the first meeting of the Consultative Group on IEG in Belgrade, 2009
- ²⁵ Statement of the German Delegation to the first meeting of the Consultative Group on IEG in Belgrade, 2009
- 26 Statement of the Japanese Delegation to the first meeting of the Consultative Group on IEG in Belgrade, 2009
 27 Comments from the Government of Belgium on the Executive Director's Draft Paper, Developing a set of options for improving International Environmental Governance, Distributed on 14 August 2009
- ²⁸Comments from the Government of Costa Rica on the Executive Director's Draft Paper
- ²⁹Comments from the Government of Kenya on the Executive Director's Draft Paper
- ³⁰Comments from the Government of Armenia on the Executive Director's Draft Paper
- ³¹Comments from the Government of Finland on the Executive Director's Draft Paper

system (E/2009/83)

² Co-Chairs' Options Paper, Informal Consultative Process on the Institutional Framework for the United Nations' Environment Activities, June 2007

⁷ Statement of the French President at the ILO Summit on the Global Job Crisis on 15 June 2009 and statement of the French Delegation to the first meeting of the Consultative Group on IEG in Belgrade, 2009