

Report of the Independent Group of Experts on New Mechanisms for Stakeholder Engagement at UNEP

FINAL REPORT

24 October 2013

The views expressed in the report do not represent those of the United Nations Environment Programme, nor is the content of this report endorsed by the United Nations Environment Programme.

Table of Contents

EXECUTIVE SUMMARY	4
PART I. BACKGROUND (PREAMBLE).....	7
PART II. THE EXPERT GROUP’S VISION OF UNEP’S STAKEHOLDER ENGAGEMENT.....	13
1. Inclusiveness and accreditation.....	13
2. Agenda-setting	17
3. Decision-making	18
4. Implementation	19
5. Access to Information Policy	20
PART	21
III. SUMMARY TABLE ON PROPOSED MECHANISMS FOR STAKEHOLDER ENGAGEMENT AT UNEP.....	21
Table 1: Accreditation.....	22
Table 2: Participation Mechanisms at HQ Level (Agenda Setting).....	23
Table 3: Participation Mechanisms at HQ Level (Decision Making/Shaping).....	24
Table 4: Participation Mechanisms at HQ Level (Mechanisms for Expert Input and Advice)	25
Table 5: Participation Mechanisms at Regional Level (Agenda Setting)	26
Table 6: Participation Mechanisms at Regional Level (Decision Making/Shaping)	27
Table 7: MGS/Civil Society Approach used.....	28
Table 8: MGS representative body at HQ level	29
Table 9: MGS representative body at Regional level	30
Table 10: Rules and Procedures.....	31
Table 11: Access to Information Policy.....	32

ANNEX 1: THE CIVIL SOCIETY MECHANISM (CSM) OF THE COMMITTEE ON WORLD FOOD SECURITY (CFS)	33
ANNEX 2: SELECTED DOCUMENTS CONSULTED BY THE EXPERT GROUP IN ITS DELIBERATIONS	36
ANNEX 3: THE EXPERT GROUP: BIOGRAPHIES	38

EXECUTIVE SUMMARY

The Expert Group for New Mechanisms for Stakeholder Engagement at UNEP (EG, or the Group) analyzed and advised on UNEP's future accreditation policy, working methods and processes for stakeholder contributions towards intergovernmental decision making processes, mechanisms for expert input and advice, and access to information policies. The Group considered stakeholder engagement at stages of agenda setting and policy making, decision making, and implementation, taking into consideration current and appropriate international practice, against the background of relevant decisions of UN and UNEP governing bodies.

The Group distinguished among terms relevant to the inquiry including *stakeholder, non-governmental organization, civil society organization, social movement, major groups, major groups and other stakeholders, civil society mechanism, and member-based or peoples' organizations*. The Group also discussed and evaluated certain risks inherent in UNEP's reform of its stakeholder engagement mechanisms. Taking the above into account, the Group developed a proposed optimal solution for UNEP's new stakeholder engagement mechanism, calling upon UNEP to further develop the mechanism through an open, transparent and participatory process.

The Report presents findings in the areas of inclusiveness and accreditation, agenda-setting, decision-making, implementation and access to information policy.

Inclusiveness and accreditation

The existing major groups and stakeholders strategy creates imbalances and a "silo" approach to engagement. UNEP is not bound to follow a historical approach based on Agenda 21 and is urged to ensure meaningful participation through the establishment of an Environmental Civil Society Mechanism (ECSM) involving groups most affected by policies under discussion, following the model of the civil society mechanism of the Committee on World Food Security. UNEP's current interface is dominantly with NGOs and it is important to also enter into dialogue with organizations directly representing those most affected by environmental issues in order to determine on what themes and under what participation conditions they would be interested in increasing their interaction. The civil society engagement function should be separated from the advisory function, and the latter covered by a new and separate Advisory Body.

The ECSM would also represent the separation of civil society from business and industry, local governments, and science and technology, which would form their own caucuses. The ECSM and each caucus would follow the principle of self-organization, for example taking over accreditation tasks and

administration of funds. The ECSM in particular would continue to be guided in self-organization by the Major Groups and Stakeholders Branch to ensure effectiveness and accountability towards international processes.

Agenda-setting

Stakeholder engagement policies go hand in hand with UNEP's development as the key organization for setting the global environmental agenda. If civil society and other stakeholders can help to shape UNEP's agenda they will become more engaged, and UNEP's agenda will be more relevant to their concerns. Attention must be given to ensure true engagement at appropriate entry points in agenda setting for major processes, including the CPR and UNEA, with standing to contribute to deliberations on an equal basis with governments, but without the right to vote.

Decision-making

Civil society and stakeholders should have opportunities to participate in decision-making at an early stage, and should have standing to contribute to deliberations on an equal basis with governments, but without the right to vote. The ECSM should be encouraged to organize thematic working groups with regional and constituency focal points. Both in agenda-setting and in decision-making contexts, the ECSM and other stakeholders could be allocated seats at a ratio of 1-5-1 (business – ECSM – local governments). Science, business, local governments and the ECSM would all play a role in the Advisory Body and a potential High Level Panel of Experts. The Advisory Body could consist of 10-12 seats with members from science and technology, business, the ECSM, local governments, and IGOs, selected through self-organizing caucuses.

Implementation

Civil society and other stakeholder involvement in implementation could depend on themes and on the needed capacities. Capacity-building through the ECSM is therefore an important foundation for effective participation in implementation. The role of local governments may be greater in implementation than in other areas, and thus local governments may have an enhanced presence.

Access to information policy

UNEP should adopt an access to information policy with limited exceptions to disclosure of information, based upon international standards. While at a minimum, UNEP should apply the Bali Guidelines on Rio Principle 10, it should take into account the fact that access to information standards globally are rapidly evolving, and should seek to be a leading organization on access to information, due to its critical importance to environmental protection. Policy background documents should recall that access to

information is a fundamental human right. UNEP should institute a compliance mechanism or review procedure for its policy.

PART I. BACKGROUND (PREAMBLE)

1. In accordance with a request from the Executive Director of UNEP, a group of experts was engaged to provide expert advice to the Task Force on Stakeholder Engagement on the main elements of new mechanisms for stakeholder engagement and transparency that build on “best practices of multilateral organizations.” The Experts acting in their personal capacity were requested to address:
 - a. A new accreditation policy;
 - b. Working methods and processes for stakeholder contributions towards the intergovernmental decision making process;
 - c. Mechanisms for expert input and advice; and
 - d. Transparency and openness: access to information policy (Para. 17 of Decision 27/2).
2. The members of the Expert Group were Jochen von Bernstorff, Lalanath deSilva, Sandor Fulop, Joyeeta Gupta, Patricia Kameri-Mbote, Nora McKeon, and Marcos Orellana, with Stephen Stec as Rapporteur. This Report reflects the outcome of the Expert Group’s work and is presented to the Executive Director of UNEP as a contribution to the process of developing new mechanisms of stakeholder engagement at UNEP.
3. The Expert Group (EG, or the Group) held its first meeting in Nairobi at UNEP Headquarters on 21-22 September 2013, in the presence of staff of the UNEP Division of Regional Cooperation, including its Major Groups and Stakeholders Branch, of the Division of Environmental Law and Conventions (DELIC) and of the Division of Communication and Public Information (DCPI). In the meeting, the EG decided to focus on:
 - Who to include and a new accreditation policy?
 - Agenda-setting: how will stakeholders actively engage in setting the global environmental agenda?
 - Decision-making: how will stakeholders participate in the deliberations leading to decision-making in the new UNEP, in its governing bodies and all its subsidiary organs? The Group considered working methods, mechanisms for expert input, and transparency and openness.

- Implementation: how will stakeholders provide more substantive inputs in implementation of environmental and sustainable development plans to leverage more impacts and sustainable results?
4. The EG was guided by Paragraph 88 from the Rio + 20 Outcome Document, which states, in pertinent part:

“We are committed to strengthening the role of the United Nations Environment Programme (UNEP) as the leading global environmental authority that sets the global environmental agenda, promotes the coherent implementation of the environmental dimension of sustainable development within the United Nations system and serves as an authoritative advocate for the global environment. (...) In this regard, we invite the General Assembly, at its sixty-seventh session, to adopt a resolution strengthening and upgrading UNEP in the following manner: (...)

“(h) Ensure the active participation of all relevant stakeholders drawing on best practices and models from relevant multilateral institutions and exploring new mechanisms to promote transparency and the effective engagement of civil society.”

5. Decision 27/2 of the UNEP Governing Council¹ on implementation of paragraph 88 of the Rio+20 outcome document deals in part with stakeholder engagement in its Paragraph 7.²

¹ UNEP/GC.27/17.

² In Paragraph 7 the GC “Decides that the governing body will ensure the active participation of all relevant stakeholders, particularly those from developing countries, drawing on best practices and models from relevant multilateral institutions and will explore new mechanisms to promote transparency and the effective engagement of

预览已结束，完整报告链接和二维码如下：

https://www.yunbaogao.cn/report/index/云报告?reportId=5_13141

