

**Eighth Meeting of the Commonwealth Consultative Group on Environment
12 February 2002, Cartagena, Colombia**

SUMMARY RECORD

The eighth meeting of the Commonwealth Consultative Group on Environment was held at the *Centro de Convenciones y Exposiciones Cartagena de Indias*, Cartagena, Colombia on 12 February 2002 from 2-4pm. It was attended by Ministers and Senior Officials from 13 countries¹, and chaired by the Hon Mohammed Valli Moosa, South Africa's Minister for Environmental Affairs and Tourism (a list of participants is at Annex I).

Agenda Item 1: Welcome and Opening Remarks

The meeting was opened by Dr Indrajit Coomaraswamy, Acting Director of the Economic Affairs Division of the Commonwealth Secretariat, who gave some introductory remarks (provided at Annex II) before giving the floor to the Chair.

Mr Moosa noted that this was the last scheduled meeting of the CCGE before the World Summit for Sustainable Development (WSSD) in Johannesburg (26 August – 4 September 2002) and suggested that Ministers may wish to inform Commonwealth Heads of Government of their discussions on WSSD, when they meet in Coolom, Australia, from 2-5 March 2002. He said that Ministers might also wish to raise issues related to International Environmental Governance, given that the CCGE was also meeting in the margins of the final Open-ended Intergovernmental Group of Ministers or their Representatives on International Environmental Governance.

Agenda Item 2: Adoption of the Agenda

The Chair proposed that Agenda Item 3 'Making Globalisation a Positive Force for Sustainable Development' and Agenda Item 4 'The Commonwealth and the World Summit for Sustainable Development' be taken together. He also proposed that the procedure by which the Chair of the CCGE is chosen be considered by Ministers under 'Any Other Business'. The meeting agreed to these proposals and adopted the provisional agenda with no further amendments.

Before opening the floor to discussions on agenda items 3 and 4, the Chair asked Dr Crispian Olver, Director General of the Environmental Affairs and Tourism Department, South Africa, to present to the CCGE a non-paper prepared by South Africa for discussion in preparations for the World Summit on Sustainable Development (WSSD): *'From Rio to Johannesburg: A Global Deal for the Further Implementation of Agenda 21 Towards Sustainable Development'* (provided as Annex III).

Dr Olver said the paper emphasised the basic need for a forward-looking, focussed and comprehensive set of economic processes to support sustainable development. High-level political agreement and commitment was needed on the three pillars of sustainable development: economic, environmental and social; and agreement was needed between the

¹ Australia, Botswana, Canada, India, Jamaica, Kenya, Malawi, Mauritius, New Zealand, South Africa, Sri Lanka, United Kingdom, Zimbabwe. The United Nations Environment Programme was also represented.

North and the South in the form of a 'global deal', 'partnership' or 'global compact' to promote implementation. He stressed that the term used for this agreement was not as important as its contents. Important components for successful implementation the outcomes of WSSD included: governance issues (addressing concerns related to governance for sustainable development); support for regional initiatives including the Barbados Programme of Action on the Sustainable Development of Small Island Developing States and others; effective domestic governance and security arrangements; and voluntary partnerships that would have relevance to formal negotiations – so called 'type two' outcomes from the WSSD process.

The paper as a whole offered a conceptual framework for developing tangible and concrete outcomes from the WSSD, and consisted of the following elements:

- A renewed political commitment at the highest level for the further implementation of Agenda 21. This would constitute a 'global deal' to strengthen and concretise multilateral action to address the problems of global inequality and poverty.
- A concrete programme of action to deliver on the 'global deal', and to give effect to the Millennium Summit targets and Agenda 21. It should consist of clear targets and timeframes, delivery and co-ordination mechanisms, resource commitments, and monitoring mechanisms. The programme of action should draw on the themes identified during the preparatory processes for the Summit and should clearly distinguish the roles of international, regional, national and local institutions in implementation.
- A range of specific sectoral agreements, partnerships and actions with business, industry and civil society, to achieve the programmes and outputs of WSSD. The success of these partnerships will depend on the extent to which they are specific, measurable, achievable, realistic and time bound.

Agenda Items 3 & 4: Making Globalisation a Positive Force for Sustainable Development & The Commonwealth and the World Summit on Sustainable Development

Globalisation and Sustainable Development

Ministers welcomed the paper provided by South Africa, noting that globalisation needed to work for the poor. They recognised that globalisation had both positive and negative impacts, and that attention should be directed towards reinforcing the positive and mitigating the negative effects, within the broader goal of sustainable development. The WSSD should draw on other international processes such as the Monterrey Finance for Development conference and the International Environmental Governance process, which would be concluded in Cartagena.

The Rt Hon Michael Meacher, Minister for the Environment of the United Kingdom UK Minister for Environment, outlined four areas where political will and action was required in making globalisation a positive force in sustainable development:

- *market access*: noting the positive outcome of the WTO Doha Ministerial Meeting for both developed and developing countries, and stressing the need for greater market access for developing countries to markets of developed countries
- *the removal of perverse subsidies*, in sectors such as agriculture and fisheries, since these were leading to an over-exploitation of resources
- *diversification of developing country exports*: developing countries must be able to move out of the provision of commodities alone, increasing diversification and beneficiation of their products; and
- *financial resources for sustainable development*.

There was agreement among Ministers on the significance of political will and action on the four issues outlined above. One participant stressed the need to ensure that small states benefited from globalisation, as their experience to date had not been a positive one, and highlighted the need for political will, particularly on the part of richer countries, in ensuring that globalisation can play a positive role in sustainable development. Ministers agreed that the Commonwealth Secretariat could help to identify elements that were not working to promote a new understanding of globalisation and sustainable development issues, and to flesh-out practical measures that states could implement with respect to the four issues outlined above, especially market access and the removal of subsidies.

With reference to financial flows, many participants stressed the need for greater levels and effectiveness of Official Development Assistance (ODA). One spoke of the need to free-up markets and financial flows, and recognise the magnitude of financial flows that are available to development through other avenues, not just ODA. Others highlighted that resource flows from private investment were in the order of five times those available through ODA. Ministers agreed that the role of ODA should be explored in facilitating, and expanding the opportunities for, private investment, especially within countries that are currently being marginalised from foreign direct investment flows and the benefits of globalisation. ODA could help to facilitate investment in these countries by improving information flows to prospective investors, lowering transaction costs, and developing infrastructure.

Ministers agreed that fisheries was an important concern with respect to the links between globalisation and the environment, especially for small island states, noting that globalisation had opened up stocks to ruthless and rapid exploitation. One delegate highlighted the need to support the positive aspects of globalisation, and to restore balance by adequately facing negative aspects of globalisation. This process could not be achieved through market forces alone, but required management, for example in directing foreign investment flows. Another concern was the need to address compatibility issues of different agreements, for example on Trade Related Intellectual Property (TRIPs) and stipulations under the UN Convention on Biological Diversity.

WSSD and CHOGM

Ministers discussed ways in which their deliberations on globalisation and priorities for the World Summit on Sustainable Development might be conveyed to Commonwealth Heads of Government at their meeting in Coolum from 2-5 March 2002. The Delegate of Australia outlined the key agenda items for CHOGM: terrorism; the Commonwealth's economic role; and the future role and priorities for the Commonwealth. Ministers were also

informed that if any subject was raised at the Executive Sessions or the CHOGM retreat, then it would be included in the Communiqué of the meeting.

There were strong sentiments expressed by Ministers that sustainable development should be on the agenda for CHOGM, and that this issue should be central to discussions by Commonwealth Heads of Government. One Minister suggested that sustainable development should be the main focus of discussions by CHOGM. The Chair said that on the eve of the World Summit on Sustainable Development, the Commonwealth must send a strong message to the world on these issues.

It was agreed that a Summary Statement prepared by the CCGE Chair, including issues identified by Ministers for the consideration of Commonwealth Heads of Government, would be circulated as an information document to Heads of Government in Coolom (see Annex IV). The Delegate of Australia undertook to convey to his capital the strength of feelings within the CCGE on the centrality of sustainable development to discussions at CHOGM.

The CCGE:

- earnestly requested that all Heads of Government attend and participate in the Summit;
- called on delegations to the WSSD to include Ministers with responsibilities covering the 3 pillars of sustainable development (e.g. Ministers for Finance, Trade, Health, etc., as well as Environment);
- supported the conceptual framework for outcomes of the Summit, including high level political agreement, a concrete programme of action and practical partnerships for implementation;
- underlined the need to prioritise 3 to 5 key areas of focus for the Summit, in which at least minimum achievable goals should be agreed. Areas of interest noted by Ministers included: land tenure for poverty alleviation; environmental education; fresh water and sanitation; energy; oceans; linking ODA to promotion of investment; a particular focus on the needs of Africa (especially sub-Saharan Africa) and support for regional initiatives such as the New Partnership for Africa's Development (NEPAD) and the Barbados Programme of Action for Small Island Developing States.

WSSD and the Commonwealth Secretariat

The Chair invited Dr Indrajit Coomaraswamy to outline ways in which the Commonwealth might contribute towards preparations for, and follow-up to, the World Summit on Sustainable Development.

Dr Coomaraswamy said that the Commonwealth Secretariat would be represented at the World Summit on Sustainable Development and it was currently considering inputs to, and preparations for Johannesburg, including: the composition of its delegation; preparation of a statement of Commonwealth priorities; and ways in which the Commonwealth can help to mobilise resources for the effective implementation of WSSD outcomes. He noted that because the Commonwealth was a series of networks it could provide a useful asset-base for implementation of the 'new deal' or 'partnership' proposed by South Africa. Its networks included the inter-governmental network (Commonwealth Secretariat), local government

(Commonwealth Local Government Forum), professional and civil society organisations (Commonwealth Foundation), and business (Commonwealth Business Council).

Dr Coomaraswamy informed Ministers of recent work by Commonwealth Secretariat on issues raised by the CCGE. In particular he outlined the findings of an international study by Anthony Hughes and Havelock Brewster for the Commonwealth Secretariat called 'Lowering the Threshold' (August 2001). This showed that investors required higher rates of return on investments in least-developed, small and vulnerable economies. It suggested ways to reduce the costs and risks of investment in these locations and to use official financial flows in parallel with private financial flows to promote investment. The Commonwealth Secretariat undertook to circulate an information note to Ministers outlining its work related to issues raised by the CCGE, including on trade, debt and private capital flows.

Agenda Item 5: Any Other Business

Arrangements for Future CCGE Sessions

Ministers discussed arrangements for future meetings of the Commonwealth Consultative Group on Environment and procedures for the election of the Chair.

There were different views on whether CCGE meetings should be held as a stand-alone events, for example on a two-year cycle and hosted by a member government, or whether to continue convening sessions in conjunction with the Global Environment Minister Forum/UNEP Governing Council sessions. As the current arrangements for the CCGE had only been reviewed and agreed in May 2000 (during an informal meeting of Ministers in Malmö), Ministers agreed to maintain a watching brief on the effectiveness of these arrangements and keep them under review. Ministers also decided to elect the new CCGE Chair during CCGE sessions, giving consideration to rotation between geographical regions, size (small, medium, large states), and type of economy (developing/developing).

Arrangements for CCGE-9

Ministers agreed to meet again immediately before the 22nd UNEP Governing Council meeting/Global Environment Ministers Forum in 2003, and that Sri Lanka would chair the session. Senior Commonwealth officials may meet, as appropriate, in the wings of other meetings, particularly in the lead-up to the WSSD.

Kingston Harbour, Jamaica

The Hon Horace Dalley, Minister of Land and Environment of Jamaica outlined the pollution problems of Kingston Harbour. He appealed for any assistance that governments and other institutions could provide in addressing this long-standing concern, including: expertise; skills; documentation; technical assistance and practical help. Ministers agreed to review the status of this matter at its next meeting together with the responses the Jamaican Government had received.

Close of the Meeting

A vote of thanks was given to the Chair, who undertook to circulate his draft Summary Statement for comment before it was finalised.

**Eighth Meeting of the Commonwealth Consultative Group On Environment
Cartagena, 12 February 2002**

LIST OF PARTICIPANTS

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Introductory Remarks by Dr Indrajit Coomaraswamy, Acting Director, Economic Affairs Division, Commonwealth Secretariat, to the Commonwealth Consultative Group on Environment, 12 February 2002, Cartagena

Hon Ministers, Distinguished Delegates

Welcome to the eighth meeting of the Commonwealth Consultative Group on Environment. At your meeting in Nairobi on 7 February 2001, you agreed to meet again, today, a day before the Global Environment Ministers Forum in Cartagena. I would like to extend especially warm greetings to those participating in the work of the CCGE for the first time, and to express my deep appreciation to the Hon Mohammed Valli Moosa, Minister for Environmental Affairs and Tourism of South Africa for agreeing to Chair the CCGE this year. We are indeed fortunate that he has been able to find the time to do this amidst an extremely tight schedule. We hope that this meeting will be a forum for an open and informal exchange of views on the status of preparations for the forthcoming World Summit on Sustainable Development and provide South Africa, as the host of the WSSD, with an opportunity to hear about Commonwealth priorities for the Summit.

We have two substantive items on the Provisional Agenda. The first is 'Making Globalisation a Positive Force for Sustainable Development'. Globalisation is usually defined to encompass three processes:

- liberalisation of trade
- globalisation of capital markets
- the information and communications technology revolution.

If one takes each of these in turn one can argue that for many countries none of these processes has been a positive force for sustainable development to date.

First,

Trade liberalisation: Sectors of importance to developing countries remain protected developed country markets. A succession of developing countries have unilaterally liberalised their trade regimes as a part of IMF/World Bank supported reform programmes. This has led to the destruction of inefficient capacity. However, a number of these countries (e.g. in Sub-Saharan Africa), which are largely agrarian have not been able to use the resources released by the destruction of inefficient capacity to develop new capacity in areas in which they have a competitive advantage because of protectionism in the industrial world. This raises important questions about sequencing. Should these countries have been asked to liberalise their economies before progress was made on liberalising trade in agriculture?

There are also problems in the area of market access. Commodity exporters have found it difficult to respond to loss of earnings due to the long-term decline in prices through value-addition because of tariff escalation. The World Bank has estimated that protectionism in industrial countries costs the developing world \$100 billion per annum. Professor Pearce in

his background paper suggests that OECD subsidies cost a further \$150 billion. These losses are five times the size of annual ODA.

Globalisation of capital markets has made available trillions of dollars of capital. However, many developing countries lack access to these markets. Furthermore, even FDI is concentrated. Most FDI constitutes intra-industrial country flows. Of the amounts that flow to emerging markets, 80 per cent is concentrated in twelve countries.

As for the Information, Communication & Technology Revolution, the digital divide constrains many countries from taking advantage of the benefits of the great potential in this area. The fact that these processes, which are the drivers of globalisation, have, hitherto, led to asymmetric benefits has raised a number of concerns about the process of globalisation itself:

- a) The increasing disparity within and between countries. Many countries are threatened with marginalisation, particularly low income countries, including LDCs, and small vulnerable economies.
- b) Multinationals which are the main drivers of and beneficiaries from globalisation are not doing enough to ensure its sustainability. There is need for good corporate citizenship.
- c) Global governance structures have not evolved sufficiently to reflect the increasing interdependence of our globalising world. It has been said that the current arrangements have a democratic deficit – that they reflect more the world at the end of the Second World War (when de-colonisation was just starting) and less today's world where democratic entitlement is taken for granted.
- d) Globalisation in its current form degrades the planet.
- e) There are some fears about cultural homogenisation.

All this begs the question 'What should be our response to these concerns, particularly the threat of marginalisation facing many in the developing world?'

Turning back the inexorable process of globalisation is not an option. Nor is it desirable. Globalisation has the capacity for unprecedented wealth creation. Trade offers the best way out of poverty for the world's poor. The new technologies have the capacity to transform their lives for the better. Nor should poor countries be denied access to the trillions of dollars available in global capital markets. We need to find creative and innovative ways of addressing the constraints we currently face.

The upside is that we seem to be at a historical juncture where the international community has an opportunity to make a real difference in terms of reducing global poverty and promoting sustainable development. The Doha Round; the UN Conference on Financing for Development; the G8 Summit in Canada, which will focus on the New Partnership for Africa's Development and on Education; and the WSSD in South Africa, all provide opportunities to advance the agenda. There is an opportunity to seize a crucial moment in history.

Success depends on political will. There is already a great deal of knowledge about what needs to be done. Here, it is useful to have a historical perspective. Following the industrial revolution, there was a political process in the industrial countries which transformed laissez-faire capitalism into capitalism with a more human face. A similar political process is required to humanise globalisation – to manage it better and to mitigate its negative effects so that its benefits are shared more widely. This requires a holistic approach which encompasses the three pillars of sustainable development: the economic, the environmental and the social. The opportunity exists to make significant advances in the months ahead. The compact presented by the Government of South Africa constitutes an excellent beginning towards a road map to achieve this.

Under Item 4 of the Provisional Agenda, The Commonwealth and the WSSD, we look forward to a fruitful discussion on the role of the Commonwealth in the World Summit on Sustainable Development, both in securing high level commitment and representation at the Summit, and in supporting specific approaches and initiatives. We would also value guidance on how the Commonwealth Secretariat may assist in mobilising support for the implementation of the outcomes of the Summit.

Following the practice of past years, the meeting may wish for the Chair to issue a statement tomorrow that summarises the key points of the CCGE's discussion. The Commonwealth Secretariat will prepare a more comprehensive summary record at a later date.

**From Rio to Johannesburg:
A Global Deal for the Further Implementation of Agenda 21
Towards Sustainable Development²**

1. Introduction

The global community stands at the brink of one of the most significant events of the early Millennium. In August / September 2002, South Africa will host the United Nations World Summit on Sustainable Development (WSSD). This Summit will bring together global leaders from government, civil society and business to review the implementation of Agenda 21, launched at the United Nations Conference on Environment and Development (UNCED) held in Rio in 1992. It will agree on actions needed for the further implementation of Agenda 21, and will find solutions to the current crises facing humanity today: poverty, conflict, economic instability, the negative effects of globalisation, the degradation of environmental resources and emerging pandemics such as HIV/AIDS.

Preparatory processes are confirming that the Summit should:

- Adopt a forward looking agenda that does not renegotiate Agenda 21, but renews commitment to Agenda 21 and the Rio Principles;
- Seek practical approaches to integration of the three pillars of sustainable development (economic, social and environmental);
- Address pressing and new challenges that have arisen since UNCED; and
- Focus on addressing poverty eradication and global inequality

Some positive steps have been taken to implement Agenda 21. However, the regional preparatory processes have revealed that progress has been constrained by old, new and emerging issues. These include diminishing global and domestic resources to fund sustainable development, fragmentation in the implementation of Agenda 21, and a lack of political commitment to the goals of sustainable development. As a result, the world is facing worsening environmental conditions, increased marginalisation of developing countries, as well as increasing levels of poverty and global economic and social in-equality.

At UNCED, global in-equality and high levels of poverty, especially in Africa, were recognised, and concrete measures were considered necessary to promote sustainable development. It was also recognised that a conducive global economic climate is needed to accelerate sustainable development. To this end, a number of key building blocks were identified, including:

- Promoting sustainable development through trade liberalisation and reform;
- Making trade, environment and development mutually supportive;
- Providing adequate financial resources to developing countries through debt relief, official development assistance and foreign direct investment.

² This text is a non-paper prepared by South Africa for discussion in preparations for the World Summit on Sustainable Development (WSSD), Johannesburg 2002. It was first released during PrepCom-2 for the WSSD in New York in February 2002.

These objectives set at UNCED have not been fully implemented. This so-called “economic platform for sustainable development ” has seen a lack of prioritisation, implementation and transparency by development finance institutions and donors, as well as overlapping mandates and a lack of co-ordination among implementing bodies, such as the UN agencies. This requires immediate action through a clearly defined global programme of action to redress the gaps in the implementation of Agenda 21 over the last decade.

Eight years after UNCED, world leaders met during the United Nations Millennium Summit in 2000 and agreed on the Millennium Declaration. They committed themselves to achieving a broad range of time-bound international development objectives based on sustainable development principles. This was a step further on the road of international recognition that practical and time-bound measures are needed to advance sustainable development, and to target some of the greatest challenges to humanity: poverty and global inequality.

The question in the minds of many, is: How can Johannesburg achieve tangible, concrete results in the further implementation of Agenda 21 towards sustainable development?

There is an urgent need to clearly articulate the expected outcomes of the Johannesburg Summit. This paper responds to this need by providing initial thoughts on a conceptual framework for the outcomes of Johannesburg, to stimulate discussion.

2. Global challenges to sustainable development

Levels of poverty continue to stand at unacceptable levels. Today, over one billion people worldwide live on less than one dollar a day. While in percentage terms this figure has decreased since 1970, it should be noted that since 1990 the number of the poor has increased by an average of 10m per annum for Latin America, South Asia, and sub-Saharan Africa. At the same time many countries of the North have the highest levels of economic prosperity in the history of humankind, with the gap between rich and poor growing wider.

If the world continues along this unequal growth path, the combined threats of ill health and disease, conflicts over natural resources, underdevelopment, environmental degradation and economic instability will undermine even the prosperity and stability of the developed world. Poverty is not only a problem of poor nations but also negatively impacts on richer nations. The continued marginalisation of developing countries and the social exclusion of the vast majority of their people constitute a threat to global stability.

3. A global response to the implementation of sustainable development

A global response on these critical areas is needed as a basis for launching a concrete and holistic global initiative for the implementation of Agenda 21 and sustainable development, to address the root of the challenge.

The Millennium Declaration has set targets on what is needed to eradicate poverty and to achieve other development goals. The WSSD should further elaborate mechanisms for achieving these targets. In addition, it should evolve an overall strategy to deliver on these targets, agree on clear institutional arrangements to co-ordinate and monitor progress, and structure a coherent resource plan. Following from the commitment by Heads of State and

Governments at the Millennium Summit, the WSSD provides the unique opportunity to bring together governments, UN bodies, business, civil society and the development finance institutions to agree on the partnerships required to meet these targets at global, regional, national and local level, and to complement existing efforts to implement the Millennium Declaration.

Without such an agreement, it would be difficult to achieve the goals enunciated in the Millennium Declaration, and the global crisis facing sustainable development will grow, with resulting increases in poverty and inequality.

The success of the WSSD will be measured on the key elements of such a response: political commitment, a programme of action as well as institutional arrangements and partnerships for implementation. This would mark the beginning of a long-term global momentum toward higher levels of sustainable development.

4. The Global Deal: A Conceptual Framework for the Outcomes of Johannesburg

The Global Deal should constitute an agreement at the highest level, on action needed to combat the growing challenges facing sustainable development. It should be based on the principle of common but differentiated responsibility and should have a poverty eradication focus, as envisioned in the Millennium Declaration, with a target of halving levels of poverty by 2015. This agreement should be between governments (both North-South and South-South partnerships) and should also include agreements with civil society and the business community.

In order to realize this target, fundamental structural changes are required in North/South relationships. The Global Deal must agree on new parameters for these relationships, ensuring in particular:

- Fair access for the South to the markets of the North, in sectors in which the South has competitive and comparative advantage;
- Adequate instruments for countries in the South to manage adjustment costs of trade reform;
- Measures to stabilise international financial flows, encourage longer-term investment in developing countries, provide debt relief where necessary to bring about sustainable development, and improve the quantity and quality of ODA;
- More open and democratic multilateral agencies;
- Programmes to ensure that efforts to protect the environment in the North do not shift dirty or unhealthy production processes to the South.

In addition to addressing global economic relationships between the North and South, the Global Deal will require specific social and environmental interventions. These will include social and economic programmes to deliver improved access to good quality education, healthcare, water and sanitation facilities, food security, energy services, shelter, safety and security and land. The Deal must ensure targeted measures to deal with communicable diseases, especially HIV/AIDS, cholera, T.B. and malaria. It will also require far reaching environmental programmes to build on the legacy of Rio in areas like desertification, biodiversity and atmosphere and protect the environmental rights of the poor. It should also address issues related to oceans and coasts, marine biodiversity, management of chemicals and waste.

These programmes must ensure that the poor have greater access to productive assets and skills. They must be designed to ensure that gender and racial inequality are addressed as a matter of priority. They must be associated with increasingly open and democratic governments and with improved systems for managing national and regional conflicts.

The Deal must also address the global and domestic governance systems for sustainable development. Agreements on instruments to address gaps in the international governance framework, and a focus on capacity building for equitable global governance will be required.

The Deal will contribute towards poverty alleviation, decent jobs and developmental investment in the poorest parts of the world; more equitable and sustainable global markets; a reversal of the current rates of degradation of global environmental public goods; a halting of the current global threat of HIV/AIDs and other communicable diseases; and a more secure and stable international community.

5. Key elements of the Global Deal

Key elements of the Global Deal include:

- political commitment to the Global Deal (political declaration)
- a Johannesburg Programme of Action as the key mechanism for delivering the Global Deal;
- the institutional arrangements and partnerships to implement the Global Deal.

Each of these elements is described below.

5.1 Political declaration

A renewed, invigorated political commitment at the highest level should be one of the fundamental outcomes determining the success of Johannesburg. The commitment of global political leadership to the further implementation of Agenda 21, and a resolve to strengthen and concretise multilateral action should be contained in a 'declaration'. This would build on the commitment pledged in the Millennium Declaration and should include a recommitment to the Rio Principles. The declaration should seek to articulate the broad policy framework and enabling environment for sustainable development. It should also underpin partnership platforms as delivery modes for sustainable development at all levels and among all stakeholders.

5.2 Johannesburg Programme of Action

The 'Johannesburg Programme of Action' (JPOA) would be the key mechanism to implement the Global Deal. The call for the JPOA is based on the imperative that the Summit agrees on concrete and time bound strategies and implementation plans to combat poverty and inequality as the key to the further implementation of sustainable development. In that context, the roles of international, regional, national and local institutions and programmes must be distinguished clearly. The JPOA should draw on the themes identified during the preparatory process for the Summit and be based on the following key components:

- a) **Targets and timeframes:** The JPOA must set tangible targets and timeframes. At the global level, one strategy would be to build on the Millennium Declaration, the International Development Goals and other international targets around which there is global consensus. In other words, the JPOA could be the organising tool that propels the Declaration and these targets towards more effective implementation. Where targets do not exist for particular themes agreed by the Summit, it is proposed to initiate a process of developing targets and timeframes.
- b) **Implementation plans:** To implement the JPOA, clear action plans must be defined for each theme. Drawing from the review of Agenda 21, the Summit must agree how existing programmes need to be strengthened and what additional programmes will be needed to implement the action plans. Lead agencies to champion implementation at global, regional and national level will need to be identified.
- c) **Resources:** What will attaining the targets cost in the specified timeframes and where will these resources come from? Johannesburg 2002 could be the event that principally mobilizes resources for meeting the goals of the Millennium Declaration and other related internationally agreed targets and objectives by engaging governments, donors and international agencies to make serious efforts to deliver the necessary level of resources. The timing for this has never been better – the Financing for Development Conference in Mexico in March 2002, and the launch of a new trade round will be important preparatory steps leading up to the WSSD. The JPOA needs to capture these linkages, and set out a mechanism by which these previously disconnected areas of international agreement are bound together to achieve the targets set by the Summit. Resources of multilateral and bi-lateral institutions should be informed and directed to assisting in meeting these targets.
- d) **Co-ordination, implementation and monitoring mechanisms:** The Global Deal and JPOA will require strong co-ordination and monitoring at the international, regional and national level. At the international level, a central point of co-ordination and monitoring needs to be identified within the UN organs. Work programmes of implementation agencies at the international level will need to be directed towards and monitored against these targets. At the regional and national levels, co-ordination points for implementation and monitoring will need to be identified. At these levels in particular, resources will be required to assist with implementation and monitoring. Institutional arrangements for the strong partnerships between the public sector, business and civil society at all of these levels for implementation and monitoring will need to be established. These governance arrangements for the Deal and JPOA are discussed later in the paper.
- e) **Stakeholder commitments:** Related to all of the above is the degree of ‘stakeholder commitment’ for this process. What role/s are governments, donors, international agencies, private sector and civil society willing and able to play to achieve these targets within their specified time frames? This is discussed later in the paper.
- f) **Fostering cross-sectoral linkages:** Agenda 21 and the Millennium Declaration provides an opportunity to promote linkages across sectors so as to embrace the notion of sustainable development in its broadest sense. In developing these cross-sectoral linkages, the areas which may not be adequately covered in existing

instruments must be identified and agreement facilitated on how these could be addressed.

Clearly, the critical debate will lie in the detail of the JPOA within all of the above and particularly over what should constitute the priority areas within the JPOA. These priority areas will flow from the Secretary General's Report on the Implementation of Agenda 21 and the subsequent negotiations on the new commitments needed to strengthen sustainable development. They will also flow from other critical UN processes such as the UN Financing for Development Conference.

5.3 Institutional arrangements and partnerships for implementation of the Global Deal.

The institutional mechanisms for co-ordinating, delivering and monitoring the Global Deal must be well defined. Fundamental to the discussion on what should constitute these institutional arrangements are the following prerequisites:

- Firstly, the institutional arrangements must address issues of co-ordination, implementation and monitoring. This debate will encompass different levels of institutional arrangements at the global, regional, national and local level.
- Secondly, these institutional arrangements must be informed by the current debate on how to reform the institutional framework for governance for sustainable development.
- Thirdly, there must be a recognition that governments cannot deliver the JPOA alone. The success of the Global Deal will depend on clearly defined roles and responsibilities for other stakeholders, notably within the private sector, civil society, other UN bodies and the development finance institutions. Again, these relationships will operate at different levels, including the global level, regional, national and local levels.

The notion of partnerships and the debate on institutional arrangements for the Global Deal are unpacked further below.

- a. Institutional arrangements:** The discussions around the institutional arrangements for the Global Deal must clearly be informed by the current debate on how to strengthen governance for sustainable development. It has been widely acknowledged that there has been limited success since Rio in 1992 to integrate the social, economic and environmental pillars of sustainable development and create a coherent and integrated global-local governance framework for sustainable development. There has also been a need to ensure that the voices of developing and smaller countries are included and fairly represented in the decision making process. Issues of accountability and monitoring of progress against decisions must be improved.

The debate on the institutional arrangements for the Global Deal must be informed by this experience so that current institutional constraints are not repeated. While the institutional arrangements for the Global Deal will be informed by the nature of its focal areas and the priorities of the JPOA, the following criteria can be considered:

- At the international level, the institution mandated to co-ordinate and monitor the Global Deal must have political weight to carry out this task effectively. It also must have legitimacy in the eyes of stakeholders and is likely therefore to be

within the UN system. It must have adequate resourcing to carry out its task effectively. It is widely accepted that there is no room for a new institution, thus this mandate will need to be given to an existing UN body. The primary role for this central co-ordination point would be to co-ordinate monitoring of progress towards these targets. International implementation agencies must be required to report annually against these targets. Regional and national co-ordination institutions would also be expected to provide regular progress reports.

- At the regional level and national level, there will be a need for well-resourced institutions to monitor and implement the Deal at the regional and national level. This is likely to vary from region to region. In Africa, the New Partnership for Africa Development (NEPAD) would be an appropriate co-ordinating and delivery mechanism. The current discussions on the institutional arrangements for NEPAD will clearly inform the institutional debate for the Global Deal for the African region.
- At the local level, local government and its partners will be at the coalface of delivering the JPOA. They will need to be well capacitated and resourced to do this. This is an important consideration for the resourcing debate for the JPOA. That is, the primary resource weighting will need to be evaluated at national and local levels to enable the implementation of the JPOA. Resourcing to improve the ability of reporting on targets related to welfare, such as incomes, skills, the environment and the provision of infrastructure will need to be allocated to enable the collection of the necessary information.

- b. Global partnerships:** The Global Deal must enjoy the support of major stakeholders in all countries and internationally. The process requires strong, democratic governance structures to lead the process.

In defining these partnerships, much can be learnt from recent UN work which has studied different types of stakeholder partnerships. They have called these partnerships ‘global public policy networks’. These networks have fulfilled a wide variety of functions including advocacy; gathering and disseminating information; facilitating the setting of new global standards; creating new markets and deepening existing markets; implementation mechanisms for intergovernmental treaties.

Clearly, partnerships required to take forward the JPOA must focus on implementation. Within each priority area, stakeholder groups will be called on to make concrete commitments to their role and responsibility in meeting the targets agreed for the JPOA.

There are a number of critical questions that will need to be considered in defining these partnerships and how they operate. These include:

- Clearly, roles and responsibilities of the partners will need to be carefully defined. How will partners be held accountable to their commitments to these roles and responsibilities?
- What model should be followed? For example, at the global level, a forum model is an option to support/advise the co-ordinating institution

- At all levels, how do we develop partnerships that incorporate representation from the various stakeholders – women, youth, local government, NGOs, labour, business?
- What should be the process followed in the lead up to the Summit and post-Summit to define and establish these partnerships?

6. Next steps

This paper is not exhaustive of all elements of a Global Deal. It merely presents preliminary thoughts to stimulate discussion. The preparatory processes leading up to the WSSD provide an opportunity for exploration of the elements of the Deal, as well as the contributions and commitments from its partners in the North and the South.

In essence, the Global Deal must deliver the overarching goal of a more sustainable, prosperous and secure future for all.

The Deal must:

- define a new relationship between the north and south for sustainable development.;
- give effect to the targets in the Millennium Declaration, Rio principles and Agenda 21 and other international agreements which are incorporated into the Summit decisions by defining concrete plans of action, delivery mechanisms, resource plans, targets and timeframes within an overarching and time bound ‘Johannesburg Programme of Action’.
- be co-ordinated, delivered and monitored by clearly defined institutional arrangements based on partnerships between the public sector, civil society, business, the UN organs and Development Finance Institutions at global, regional, national and local levels.

It is recognised that meeting the challenge of translating the concept of a Global Deal into a concrete text that can be agreed at the Summit will require a significant effort over the coming months.

The benefits of such a Deal have been described earlier in this paper but are worth repeating. Jobs and investment in the poorest parts of the world; more equitable and sustainable global markets; a reversal of the current rates of degradation of global environmental public goods; a halting of the current global threat of HIV/AIDs and other communicable diseases; and a more secure and stable international community.

Over the coming months, member states will meet at the United Nations PrepComs for the WSSD and other key international events to prepare for the World Summit. While it is important to reflect on the experience of the last ten years since the Earth Summit to inform this preparation, it is critical that these preparatory activities are forward looking from an early stage. Central to this will be the debate on the vision for the Global Deal for sustainable development, the Johannesburg Programme of Action and the global partnerships required to take it forward. As described above, clearly, the difficult debate will lie in the detail within

the Global Deal. However, it is hoped that this paper provides a useful starting point for setting out the vision, framework and process on what is required.

**Eighth Meeting of the Commonwealth Consultative Group on Environment (CCGE)
12 February 2002, Cartagena**

Summary Statement by the Chair

Commonwealth Environment Ministers and Senior Officials met on 12 February 2002 for the eighth meeting of the Commonwealth Consultative Group on Environment (CCGE). The meeting was convened to coincide with the Seventh Special Session of the Governing Council of UNEP/Global Environment Ministers Forum held in Cartagena, Colombia. The CCGE was chaired by Hon Mohammed Valli Moosa, South Africa's Minister for Environmental Affairs and Tourism.

Ministers focused their discussion on the desired outcomes for the World Summit on Sustainable Development (WSSD), scheduled for Johannesburg, 26 August – 4 September, 2002, and the practical implementation measures that might be adopted to address global inequity and the role of globalisation for sustainable development. Ministers noted that globalisation is a reality, that there are positive and negative impacts, and that attention should be directed towards reinforcing the positive and mitigating the negative effects, within the broader context and goal of promoting sustainable development. This process could not be achieved through market forces alone. A coherent global response to the problems arising from globalisation is required, and this must include a package of economic measures that seeks to integrate developing countries into the global economy, and build a more balanced and equitable system of global production and consumption.

Ministers agreed there were at least four areas where political will and action is required in making globalisation a positive force for sustainable development: greater market access for developing countries to markets of developed countries; removal of perverse subsidies; mechanisms to promote investment in developing economies and enhance diversification and beneficiation of their products; and finance for development, including levels and effectiveness of ODA.

WSSD would need to draw together a number of current processes on trade (Doha), environmental governance (Cartagena) and finance (Monterrey). Ministers saw a successful outcome of the Finance for Development Conference in Monterrey as an important milestone in consolidating the economic platform that is needed for a successful WSSD outcome.

Ministers felt that an important focus for the Summit would be poverty eradication and integration of the three pillars of sustainable development: environmental, economic and social. South Africa offered a conceptual framework for tangible and concrete outcomes of Johannesburg. Ministers welcomed the approach, which includes the following core elements:

- A renewed political commitment at the highest level for the further implementation of Agenda 21. This would constitute a global deal to strengthen and concretise multilateral action to address the problems of global inequality and poverty.

- A concrete programme of action to deliver on the global deal, and to give effect to the Millennium Summit targets and Agenda 21. It should consist of clear targets and timeframes, delivery and co-ordination mechanisms, resource commitments, and monitoring mechanisms. The programme of action should draw on the themes identified during the preparatory processes for the Summit and should clearly distinguish the roles of international, regional, national and local institutions in implementation.
- A range of specific sectoral agreements, partnerships and actions with business, industry and civil society, to achieve the programmes and outputs of WSSD. The success of these partnerships will depend on the extent to which they are specific, measurable, achievable, realistic and time bound.

Noting that the results of Johannesburg could not be implemented by governments alone, Ministers recognised that Commonwealth networks represented an asset-base in building partnerships. They included the inter-governmental network, civil society and professional bodies, private sector and local government (co-ordinated by the Commonwealth Secretariat, Commonwealth Foundation, Commonwealth Business Council and the Commonwealth Local Government Forum, respectively). The Commonwealth Secretariat informed Ministers that it already had a number of activities related to finance and trade issues raised by Ministers at the meeting, and undertook to circulate a short paper with the summary record of the meeting, to outline these.

Ministers emphasised that the forthcoming meeting of Commonwealth Heads of Government (CHOGM), scheduled for 2-5 March 2002 in Coolom, Australia, presents an important opportunity to discuss and indicate strong support for a successful Summit, especially since it will take place in a Commonwealth country. Australia, chair of CHOGM, indicated their intention to focus the meeting on issues concerning strengthening the political and economic role of the Commonwealth, and will convey the message from Ministers that attention be given to WSSD.

Ministers agreed that the statement to CHOGM should:

- include an earnest request that all Heads of Government attend and participate in the Summit;
- call on delegations to include Ministers with responsibilities covering the 3 pillars of sustainable development (e.g. Ministers for Finance, Trade, Health, etc., as well as Environment);
- support the conceptual framework for outcomes of the Summit, including high level political agreement, a concrete programme of action and practical partnerships for implementation;
- underline the need to prioritise 3 to 5 key areas of focus for the Summit, in which at least minimum achievable goals should be agreed; areas of interest noted by Ministers included: fresh water and sanitation; energy; oceans; linking ODA to promotion of investment; a particular focus on the needs of Africa (especially sub-Saharan Africa) and support for regional initiatives such as the New Partnership for Africa's Development (NEPAD) and the Barbados Programme of Action for Small Island Developing States.

Ministers agreed to meet again immediately before the 22nd UNEP Governing Council meeting/Global Environment Ministers Forum in 2003, and that Sri Lanka would chair the session. Senior Commonwealth officials might meet, as appropriate, in the wings of other meetings, particularly in the lead-up to the WSSD.

Cartagena, Colombia
14 February 2002