

ISSUE PAPER



BUILDING PARTNERSHIPS FOR SUSTAINABLE DEVELOPMENT

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Follow-up to Johannesburg and the Future Role of the UN CSD An Issue Paper for Multi-Stakeholder Consideration



INTRODUCTION

Introduction

Issues for consideration and resolution:

- I: Reaffirming the Purpose and Mission of the CSD
- II: Nature of the Outcomes and Decisions of the CSD
- III: Relationships between the CSD and other Actors and Institutions
- IV: Organization of the CSD and Working Method
- V: Substantive Programme of Work
- VI: Participation Issues: Creating Real Partnerships

1. The Eleventh Session of the Commission on Sustainable Development (28 April – 9 May, 2003) must address the opportunities and challenges inherent in the decisions of the World Summit on Sustainable Development (Johannesburg, 2003).
2. The report of the Secretary-General, *Follow-up to Johannesburg and the Future of the CSD* (UN-DESA, February, 2003), provides an excellent summary of outcomes of the WSSD relevant to this task, and identifies many of the implications of these decisions.
3. The Stakeholder Forum Policy Paper, ***The Future of the UN Commission on Sustainable Development*** (December, 2002), anticipated many of the observations of the Secretary-General, and suggested avenues and options for consideration as governments and stakeholders take action to strengthen the CSD.
4. Stakeholder Forum conducted a survey of stakeholders, governments and inter-governmental bodies the results we have just published.
5. This paper builds on these two efforts as well as other sources for the purpose of delineating issues in a manner in which they can be specifically decided, and suggests desirable outcomes from CSD 11. The structure of the paper generally tracks that of the Secretary-General's Report, with comments, issue identification and suggested actions on major components of the SSgt's Report.
6. This paper will be in *draft* up until 26th April where it will be tabled alongside any other contributions from other organisations at the pre-planned stakeholder workshop taking place in New York. It is intended that it will inform the drafting of a 2-page document focused on policy suggestions, containing useful language suggested by Stakeholder Forum and others, for inclusion in the outcomes from CSD 11.

Issues for Consideration and resolution at CSD 11

7. The Report of the Secretary General and other reflections on the challenge facing CSD11 raise issues and call for actions that can be grouped into six major areas for action:
 - a. Reaffirming the Purpose and Mission of the CSD
 - b. Redefining the Nature of the Outcomes and Decisions of the CSD
 - c. Defining Relationships between the CSD and other actors and institutions:
 - d. Organizing the CSD and Agreeing on Working Method
 - e. Delineating a Substantive Programme of Work
 - f. Creating Real Partnerships

8. The Report of the SG suggests objectives to guide the way that the CSD and other actors should “significantly change their policies, programmes and modalities of work” (SG Report, paragraph 11) :

- i. Goal and target oriented programmes and projects;
- ii. Strengthened linkages between global deliberations, Sub-national (local and regional), national and regional implementation measures;
- iii. Broader and enhanced participation of stakeholders;
- iv. Monitoring and facilitating partnerships;
- v. Integrating the follow-up of other conferences, in particular the Monterrey Conference on Finance for Development and the internationally agreed development goals, including the MDGs;
- vi. Enhanced UN system-wide coordination with a view to ensuring policy coherence and consistency.

1. SUGGESTED ACTION AT CSD 11: *At this level of generalization, Stakeholder Forum agrees with the “objectives” as stated, but notes that the promotion of good governance as a necessary component of the transition to sustainability is not emphasized here and that appropriate focus on good governance is generally missing from the Report. In addition, Stakeholder Forum believes that the Secretary General’s Report generally ignores the necessary roles and capabilities of sub-national governments, at both local and regional levels, and recommends that every opportunity be taken to emphasize the importance of strengthening governmental capacity at all levels. Finally, Stakeholder Forum notes the omission of the need to increase the financial resources available to all partners engaged in the promotion of sustainability. SF recommends that the following objectives be added:*

- vii. Promotion of Good Governance at all levels
- viii. Generation of new and additional financial resources to promote sustainability

Note: Specific steps are necessary to accomplish these objectives are addressed in the text that follows.

REAFFIRMING THE PURPOSE & MISSION OF THE UNCSO

9. The primary responsibility for implementation of the WSSD commitments and Plan of Implementation “remains at the national level” (SG Report, Paragraph 12).

10. In addition, however, the Secretary-General argues that the Johannesburg Summit has “put sustainable development at the center of the international agenda,” (SG Report; Paragraph 2) and concludes that maintaining the momentum of the Summit requires “coherent, consistent, coordinated and inclusive follow-up at the global, regional and national levels. Sustainable development must become everyone’s business.” (SG Report, Paragraph 5).

11. The inescapable implication of this argument is that major societal and international decisions should be guided by consideration of the impacts of the decision on sustainability. All UN organizations share the responsibility for the promotion of the values of Rio and the findings and commitments of Johannesburg.

12. The Commission on Sustainable Development has a special and unique responsibility to promote the values of Rio, encourage and monitor the keepings of commitments, and engage all stakeholders. The WSSD explicitly reaffirmed the mandate of the CSD as stipulated in General Assembly Resolution 47/191 (Appendix I)(SG Report, paragraph 24). The province of the CSD thus includes deliberations and actions of UN Agencies and other international bodies as they pursue the Millennium Development Goals, meet the commitments of Monterrey, and conduct the Doha Round of trade negotiations (SG Report, paragraph 4).

13. All international bodies, including the WTO and various Bretton Woods institutions must now accept the interest of and engagement with the CSD as legitimate and appropriate, as agreed at Johannesburg. The appropriate role of the

CSD in relation to these institutions, however, is one of advocacy, guidance, and analysis, not oversight. (See SG Report, Section III, and Section III below for implications and elaboration)

14. While agreeing that nation states have the primary responsibility for achieving sustainability, the experience of the past decade demonstrates that sustainable development "must become everyone's business" at subnational levels as well. The CSD should emphasize this conclusion, and pursue ways to more fully engage subnational (regional and local) authorities.

2. SUGGESTED ACTION AT CSD 11:

See Relationship Between CSD & Other Institutions, below.

NATURE OF THE OUTCOMES & DECISIONS OF THE UNCSO

15. To accomplish the mandate of 47/191 (Appendix I), the outcomes and decisions of the CSD will have to evolve in several ways that would enable the CSD on behalf of ECOSOC to strengthen linkages between policy discussions and operational activities and to promote a coordinated and integrated follow-up to major UN conferences and summits and contribute to discussions in the General Assembly. (RSG, 37, 39) Such outcomes could include the following:

- a) Communications regarding the work programmes of other institutions, including the World Trade Organization, International Monetary Fund and the World Bank, both in terms of needed analyses and implementation measures
- b) Responses in the form of recommendations or comments to inquiries from other bodies, and to reports received
- c) CSD reactions to national reports
- d) Creation of ad hoc fact finding bodies
- e) Creation of a Public Policy Network for Sustainability and CSD decisions directing the substantive focus of the Network, relating to non-consensus and new and emerging issues
- f) Assessments of WEHAB initiative, and measures to promote WEHAB
- g) CSD Communications to Regional Commissions, UNEP regional offices and UNDP
- h) Specific recommendations to ECOSOC on the structure of relationships among bodies whose actions are related to the pursuit of sustainability
- i) Reporting to the General Assembly and Trusteeship Council to ensure effective overall UN Coherence

3. SUGGESTED ACTION AT CSD 11: *The CSD should specifically recommit itself to realizing all aspects of the charge from the General Assembly. The Commission is strongly endowed with authorities necessary to promote sustainability, many of which it has not effectively used. The CSD is the Agent of ECOSOC as advocate for the values of Agenda 21, and is empowered with the ability to engage all actors and stakeholders necessary to this task.*

RELATIONSHIP BETWEEN THE CSD & OTHER INSTITUTIONS

16. The Johannesburg Plan of Implementation raises a series of issues which touch on the relationship between the CSD and other institutions of the United Nations.

17. The Plan recognizes ECOSOC as the central mechanism of coordination of the UN System, and calls on ECOSOC to more effectively emphasize and empower the commitments of the WSSD and to promote greater coherence and coordination among all agencies of the UN system. For all sustainability issues, the CSD should be the principle agent by which ECOSOC performs this function (SGR 38).

4. SUGGESTED ACTION AT CSD 11: *In its report to ECOSOC and the General Assembly, the CSD should include explicit recognition of its responsibilities under the Mandate of the General Assembly.*

18. Chapter XI of the Johannesburg Plan of Implementation calls for more direct and substantive involvement of international organizations in the work of the CSD, and for more integrated planning and coordinated action.

5. SUGGESTED ACTION AT CSD 11: *The CSD should develop specific recommendations for its role in this process, and advise ECOSOC on guidelines to be given to the United Nations Development Group (UNDG) as it considers this issue. (SGR 60)*

19. The CSD should, through its secretariat, participate in the efforts of the CEB to develop (SGR 61) system-wide policy coherence and coordination in the follow-up to conferences, including WSSD, as well as its review of the Task Manager system which provided a mechanism for inter-agency coordination after UNCED.

6. SUGGESTED ACTION AT CSD 11: *The CSD should develop specific recommendations for its role in this process, and advise ECOSOC on guidance to be given to the CEB as it considers this issue.*

20. THE SG Report suggests guidelines that the CSD should consider in making its recommendations to the UNDG and the CEB, and in reviewing the reports from these groups. Paragraphs 64 and 65 of the SGR call for:

- i. Shift focus from reporting and supporting normative discussions to implementation of commitments and achieving the MDGs.
- ii. Support and complement the follow-up mechanisms launched by the other UN Conferences held during the last decade;
- iii. Promote stronger linkages between the global intergovernmental deliberations and implementation measures at the country level;
- iv. Promote flexible, action-oriented, innovative and inclusive approaches, based on the comparative advantage of different United Nations institutions and the level of engagement of non-UN actors;
- v. Apply the issue management approach, wherever possible;
- vi. Promote overall integration of the three components of sustainable development.
- vii. Greater involvement of non-UN partners and actors

7. SUGGESTED ACTION AT CSD 11: *SF notes that these guidelines should be strengthened by the addition of emphasis on meaningful engagement of all stakeholders and recommends that the specific measures for strengthened participation of major groups enumerated in this document be adopted by the CSD and recommended by the CSD to the UNDG and CEB (See Section IV, below). In addition, SF recommends that guideline iii be*

strengthened by referencing the essential roles to be played by subnational regional governments and local governments.

20. The CSD must also develop constructive working arrangements with institutions and global partnerships in areas closely related to sustainability, including health, agriculture, and biodiversity/eco-system management, and encourage the development of new arrangements as needed, for example in the areas of water and sanitation, and energy.

8. SUGGESTED ACTION AT CSD 11: *Specific roles for these institutions should be delineated in the CSD Programme of Work as suggested in paragraph 12 above. In addition, explicit partnership arrangements between the CSD and subnational regional and local governments should be considered an integral component of future work programs.*

9. SUGGESTED ACTION AT CSD 11: *The CSD should formally create a Public Policy Network for Sustainability (PPN-S) as a mechanism for institutional coordination as well as multistakeholder participation. (see paragraph __ infra for additional discussion).*

21. The Plan of Implementation and the SG Report (SGR 27, 59, 75, 76) encourage strengthened focus and cooperation at the regional level. The SG Report is quite specific in its recommendations.

10. SUGGESTED ACTION AT CSD 11: *The CSD should endorse these recommendations and undertake cooperative and inclusive development of specific actions and measures to realize effective regional engagement, with a detailed work programme in this regard to be presented for adoption at CSD12.*

22. The proposed national reporting and global "State of Implementation report" risk creating additional burdens on governments, especially developing countries with regards to numerous existing reporting obligations. (SGR 4)

11. SUGGESTED ACTION AT CSD 11: *The CSD should develop an integrated and streamlined reporting framework for governments, PULLING TOGETHER EXISTING REPORTS. A common framework will improve comparability of national reports and an integrated report will ease the reporting burden on governments. The CSD could support this with guidelines for completing the reports.*

ORGANISATION OF THE CSD & WORKING METHOD

23. There seems to be widespread agreement that the WSSD decision that the CSD will only negotiate once every two years implies that the Commission's future work programme should be organised as a series of two-year cycles. The outline in the Secretary General's Report is an adequate baseline for framing discussions. Major characteristics of the proposal include:

- § A two year transitional cycle (CSD 11 to CSD 13 in February/March of 2005)
- § Two year cycles beginning in 2005 with regional meetings leading to a Global Implementation Forum in May/June 2005, with subsequent Global Information Forums in 2007, 2009, and so on.
- § Global Implementation Forums initiate consideration of issues in a range of forums leading to CSD Policy Sessions on these issues, approximately two years later. (The May/June 2005 GIF leads to the CSD Policy Session in February/March of 2007)

24. The two-year cycle links activities and inputs from national and regional processes, the Secretariat, the wider UN system, major groups, inter-sessional meetings and other activities organised by interested parties. The in-depth assessment of progress in implementation on specified issues, during the Review Year, would lead to deliberations during the Policy Year focusing on a limited number of key areas of concern identified in the Review Year. (SGR 41)

25. The range of activities for the two year period should include:

- § issue-oriented time-bound Sub-Commissions, apex Collaborative Groups (SGR 69) or Task Forces. (SGR 45)
- § A Formal Public Policy Network for Sustainability
- § national consultations among Ministers with complementary portfolios
- § inter-sessional processes involving relevant Ministers from several countries and representatives of international organizations and major groups (SGR 57)
- § “Modalities designed to bring scientific expertise to policy discussions and decision-making in the CSD” (SGR 82). The work and terms of reference of the Commission on Science and Technology for Development (CSTD) - a subsidiary body of the Economic and Social Council (ECOSOC) comprised of 33 members – provide an established forum and should be considered in further deliberations

26. The SG Report identifies six primary considerations in designing the future programme and organization of work of the CSD (SGR 25):

- i. Need to integrate sustainable development aspects of overarching issues like poverty eradication, globalization, consumption and production patterns, health and means of implementation with assessment of progress towards sustainable development in natural resource and economic sectors.
- ii. Need to focus on the tasks, objectives and targets contained in the Johannesburg Plan of Implementation, while taking into account the need to implement Agenda 21 and the other outcomes from Rio and the 1997 Programme for the Further Implementation of Agenda 21.
- iii. Need to ensure accountability and responsibility for delivery;
- iv. Need to complement and not duplicate the work of other intergovernmental forums, such as ECOSOC and the General Assembly on the one hand and specialized intergovernmental bodies, such as the UNEP Governing Council, the Commission on Social Development, the Commission on the Status of Women, etc., on the other.
- v. Need to support policy coordination, consistency and coherence, *inter alia* with the follow-up to Monterrey and the MDGs, and contribute to the integrated follow-up to the UN conferences and summits in the economic, social and related fields.
- vi. Need to take into account the special focus requested in the Plan of Implementation for Africa & SIDS.

12. SUGGESTED ACTION AT CSD 11: *Stakeholder Forum finds the framework suggested by the Secretary General to be generally adequate, and recommends that the omission of an emphasis on good governance as an “overarching issue” be corrected, and that the role of stakeholders at every stage of the Commissions actions be emphasized. Stakeholder Forum would also urge more detailed references to the need for ongoing and transparent monitoring of commitments by governments and Type 2 Partnerships, with emphasis on actions at the international and national levels to increase the financial resources available to promote sustainability.*

13. SUGGESTED ACTION AT CSD 11: *The proposed organisational reform and work programme of the CSD allows for greater participation of all stakeholders. However the limitations of the process should be recognised. The complexity of the current process and the increased number of meetings is likely to exclude engagement of a number of groups. This is in part because the proposed structure will also be extremely resource intensive, and only those stakeholders with the capacity to attend meetings will be able to make a significant contribution to decision making processes. It is therefore suggested that greater consideration given to the logistical implications of the proposed bi-annual cycle. Greater time and certainly resources will be required to ensure the effective execution of the review process at all levels.*

SUBSTANTIVE PROGRAMME OF WORK

27. Two of the most frequently voiced criticisms of the CSD is that its discussions have no focus or priorities, and that they rarely analyse progress at national or global levels in meeting commitments or achieving goals and objectives. The SGR observes "The Commission's agenda must be driven by the pace of progress in implementation and the need to deal with areas requiring urgent attention as well as addressing new and emerging challenges to implementation (GSR 26)

28. The Secretary General's report suggests options for scheduling the consideration of substantive issues which are likely to define the discussions in CSD 11. In their approach, a maximum of 5-6 specific priority concerns within a particular economic or natural resource base sector might be considered in depth during the CSD Policy Year. (SGR 50)

- Option 1 - Two or three broad natural resource or economic sectors (such as water, oceans, or tourism, etc) could be pre-selected at the 2003 CSD Session for each of the next four-five two-year cycles, thus setting in advance the agenda for the next 8-10 years. Issues such as Means of Implementation and Institutional Framework for Sustainable Development could remain constant throughout the period.
- Option 2 - Under this option there would be no pre-set thematic programme of work for CSD for the coming ten years. Two or three sectors for consideration for the first two-year cycle (2004-2005) could be determined at the 11th session of the CSD in 2003. The focus of the following two-year cycles would be identified at each CSD Policy Session. The Policy Session would then have two objectives: to discuss and negotiate new initiatives and agreements to advance implementation within the focus areas of the current cycle; and to decide what sectors should be considered during the subsequent two-year cycle.
- Option 3 - This option is a combination of the two options described above. Under this option one or two broad areas could be pre-selected by CSD-11 for each of the next four-five two-year cycles, while another area for the next cycle could be determined by future CSD Policy Sessions. All focus areas for the 2004-2005 cycles would be identified at CSD's 11th session in 2003. Under this option, the Commission would establish a multi-year program, as it did in 1997 for the period 1998-2002. Decisions on those new issues would be taken during the Policy Sessions. (SG 49)

14. SUGGESTED ACTION AT CSD 11: *Stakeholder Forum generally supports Option 3 of the SG's report. A certain degree of predictability would also arise in retaining Means of Implementation and Institutional Frameworks as on-going themes. However, if one to two issues are agreed for each of the next four – five cycles this would allow governments and stakeholder time to prepare reports, mobilise programmes etc, in relation to the issues. Then either one OR TWO issues could be identified at the end of a cycle as priorities emerge from the policy / review years. Some flexibility about the number of issues per cycle could also be retained i.e. 2-3 issues per cycle, to allow for unexpected developments or more focused debates as necessary. Nevertheless, under this scenario ALL the issues for the first cycle starting in 2005 will need to be agreed at the CSD in 2004. There is a need to clarify the process by which these "agreed" and "flexible" issues will be selected. We would recommend that a consultation of stakeholders is applied in the process to ensure there is wide ownership of the issues that will be addressed.*

15. SUGGESTED ACTION AT CSD 11: *Stakeholder forum generally supports option 3, as outlined in the Secretary General's paper. In developing this programme, it is essential that sustainable development is adopted as the overarching framework in which all 'priority issues' are addressed. The adoption of a cross-sectoral approach such as this would ensure that when dealing with – for example Water – the social, environmental and economic impacts and benefits are taken into full consideration in any decision making processes. This could be referred to as the "lens approach".*

PARTICIPATION ISSUES: CREATING PARTNERSHIPS

29. From the perspective of Civil Society, access to meaningful participation in international decisions on issues of sustainability is one of the critical challenges of the 21st Century. The experience of the latter part of the 20th Century clearly demonstrates that the participation of stakeholders in norm setting decisions, the development of international commitments, in monitoring actions of governments and intergovernmental actors, and in evaluating progress in implementing the Agenda 21 contract adopted in Rio de Janeiro in 1992, enriches the quality of the actions by governments, as well as the diversity of ideas engaged in international forums.

30. The importance and timeliness of this issue is recognized by the actions of the Secretary General of the United Nations in his creation of a High Level Expert Group to consider and make recommendations on participation issues.

31. Over the past decade, the CSD has provided a progressive and practical laboratory for examining these issues in action. Its successes have been significant, and its experience positions its members to lead the international community in exploiting the resources of the community of stakeholders.

32. The CSD is among the most appropriate forums for examining the issues of civil society and stakeholder participation. The Eleventh Meeting of the Commission on Sustainable Development provides the opportunity for the CSD to influence the patterns of participation throughout the international system.

33. Whilst acknowledging the value of categorising Civil Society under the nine major group headings as defined by Agenda 21, it is important to recognise their limitations. "One of the fundamental prerequisites for the achievement of sustainable development is broad public participation in decision making" (Agenda 21, 23.1). The current definitions by their nature inadvertently exclude members of civil society. These definitions should be revisited to ensure a fully inclusive approach is adopted.

16. SUGGESTED Action at CSD 11: *The CSD should initiate positive action to expand the nature and the productivity of all partnerships for sustainability, including the Type 2 Partnerships referenced in the Johannesburg Plan of Implementation.*

Accreditation:

33. The SGR reports that "over 700 new organizations were accredited to the Summit in addition to the nearly 3000 that already had access to the process through ECOSOC accreditation or by being part of the CSD list" and recommends that "to ensure that these new actors in the UN sustainable development process continue to contribute to the follow up process, it is proposed that the CSD recommend that they be allowed to seek fast-track accreditation by ECOSOC".

34. Participation in international decision-making should be open to all responsible partners and stakeholders. Although the right of participation is limited, and accreditation decisions and authoritative disposition of issues in international intergovernmental forums is the ultimate province of nation states, active and meaningful participation by stakeholders is both right and beneficial.

35. Accreditation for participation should therefore be an expeditious and objective process, free of de facto impediments such as expense/cost to stakeholders, inordinate delays, or obscure rules of procedure. Under no circumstances should accreditation be subject, de jure or de facto, to the objection of any single nation state.

17. SUGGESTED Action at CSD 11: *The CSD should adopt specific actions to facilitate accreditation by all responsible partners and stakeholders.*

Access:

36. Accreditation is but the first threshold to partnership. Access is the second. All meetings of intergovernmental bodies dealing with issues of sustainability should be open to accredited stakeholders. As these issues which affect literally all of us as well as future generations are considered, no nation should obscure its positions behind the artificial walls of "closed meetings".

37. We are open to argument that there may well be reasons for closing certain types of sessions to stakeholders (those that may deal with personnel issues, for example), but believe that these reasons should be explicitly stated, openly debated, and consistently applied.

18. SUGGESTED Action at CSD 11: *The CSD should amend its rules of procedure to provide that all meetings and sessions, formal and informal, of the CSD are considered open to stakeholders, unless the Chair of the CSD finds that there is sufficient specific reason to close a meeting, and states openly the reasons for closing the specific meeting.*

Active Participation:

38. Even after access is gained, issues of active participation remain. We fully agree that the taking of decisions is appropriate only to states parties to legal instruments, or to states members of intergovernmental bodies, such as the CSD. The record of the past several decades, however, clearly indicates that stakeholder contributions strengthen governmental decisions and findings. The roles ascribed to Major Groups in the Secretary General's Report overemphasize the role of major groups as agents of governmental decisions (SGR 70), and as such are far too limiting.

39. Stakeholders must be afforded more frequent and predictable avenues of presenting arguments and documentation relevant to issues under debate in intergovernmental forums. The "multistakeholder dialogues", as practiced by the CSD, are of marginal benefit because of the scheduling and lack of participation in such sessions by government decision-makers. (SGR 73)

40. We agree with the assertion in the Secretary General's Report that there should be "better use of major groups' views and ideas in the inter-governmental decision-making process" (SGR 73), and that "activities involving major groups should be more closely linked to the main activities during Commission's future sessions." Multi-stakeholder participation should be integrated throughout CSD sessions, rather than organised as stand-alone segments, "in order to make each of these dialogues more relevant to the CSD meeting and increase its impact on outcomes and decisions." (SGR 73). Some of the suggestions of the Report are worthy of serious consideration:

- i. Inter-active discussions with major group leaders could be part of High-Level Segments;
- ii. Issue-oriented discussion could be organised along the lines of WSSD inter-active Plenary Sessions;
- iii. Reviews of partnership initiatives need to actively involve representatives of major groups, both as partners and as analysts/observers;

19. SUGGESTED Action at CSD 11: *The CSD should amend its rules of procedure to expand participation of stakeholders in issue-oriented discussion leading to decisions of the CSD, including participation in "informal" discussions.*

41. The "self-organization" of major groups (SGR 74) as recommended by the Secretariat often leads to ineffective and inaccurate representation of stakeholders. It leads to overrepresentation of well-financed and highly organized groups that can afford to maintain a UN presence. Moreover, "coordinated" positions and statements are usually heavily compromised substantively, and not representative of particular values, expertise or experiences of Stakeholders, especially those from developing nations. As the SGR notes (SGR 74) facilitation of meaningful participation is "resource-intensive" but not just for the "UN system".

20. SUGGESTED Action at CSD 11: *The CSD should recommend that ECOSOC mandate that UN Agencies expend a minimum of 5% of each annual budget on building the capacity of major groups and other stakeholders to participate effectively in multinational forums, including supporting participation in each phase of CSD activities and actions.*

42. In addition, engagement of major groups should not be limited to meetings of the Commission. The proposed CSD Regional Implementation Forums should mirror the enhanced participatory practices of the CSD, including multi-stakeholder engagements. This requires strengthening major groups networks at the national and regional level (or creating networks if they do not yet exist) with a view to promoting inputs to the CSD process and developing proposals for implementation partnerships, along with strengthening national consultative processes involving representatives of government and major groups. The suggestions of the Secretary General's Report are excellent examples of desirable practices:

- i. Inter-sessional activities initiated by interested governments and international organisations with a view to producing conclusions and recommendations on specific issues or goals, such as experts groups meetings, or Sub-Commissions and Task Forces described above, should include representatives from major groups.
- ii. Inter-sessional and pre-sessional collaboration and consultations among major groups should be enhanced. Such work would provide opportunities for those more experienced with the CSD process to share their experiences with newcomers and would respond to the need for capacity building among the major groups.
- iii. More regular briefings by the CSD Chair/Bureau could be organised for major groups, with increased interactions between the Chair and other members of the Bureau and leaders of major groups organisations.

National Delegation Membership:

43. Access and participation on national delegations is critical as well. Although national delegation composition is ultimately a State member or state party decision, the CSD could publish as a conference document a list of states whose delegations formally include major group members.

Public Policy Network for Sustainability:

44. In addition, we strongly recommend that the CSD formally create a **Public Policy Network for Sustainability** (PPN-S) to focus on critical and complex issues where the pursuit of consensus is unlikely to lead to progress on the goals and values of Agenda 21. In essence this is the formalization of the de facto PPN that has evolved over the past 20 years to address sustainability concerns. The purposes of the PPN-S include:

- Minimize hierarchy by involving multiple stakeholders
- Link different sectors and levels of governments
- Engage civil society and private, for-profit corporations
- Emphasize the cross-sectoral nature of fundamental sustainability issues
- Broaden the knowledge base for action far beyond that of national government and international organization bureaucracies, opening access to the knowledge of all stakeholders
- Create the flexibility to engage urgent substantive issues without the constraint of having to reach negotiated agreement on specific recommendations.
- Create a broad basis – and occasionally consensus – on which individual actors can take voluntary action
- Facilitate the organization of cooperative efforts to pursue specific norms and standards of behavior
- Contribute to the setting of negotiating agendas
- Formulate quick responses to urgent problems
- Allow for participation by all legitimate stakeholders
- Create a level of transparency of facts and behaviors beyond that which intergovernmental bodies are capable.

21. SUGGESTED ACTION AT CSD 11: The CSD should:

1. *Formally create the Public Policy Network for Sustainability (PPN-S), as an adjunct body of the CSD*
2. *Act as a convener for the PPN-S*
3. *Assign specific issues to the PPN-S for fact-finding, deliberation, and the development of non-binding findings.*
4. *Provide and financially support capacity-building activities which enable civil society to participate effectively, and which enable governments to understand and maximize the value of PPN-S*
5. *Finance, as a part of an increased regular budget, the creation and activities of the PPN-S*
6. *Invite States to contribute voluntarily to the creation of the PPN-S, and to specific undertakings of the PPN-S, much as States financed special efforts in the first years of the CSD.*
7. *Document the development and implementation of the PPN-S,*
8. *Set an example for other intergovernmental bodies in the use of PPN's, and CSD members should actively promote the creation of PPN's as adjunct bodies of Multilateral Environmental Agreements, and of UN Agencies*

TYPE II Partnership Initiatives:

Note to discussants: A number of processes and papers are underway focusing specifically on Type 2 partnerships. This section of the paper will continue to evolve as these processes produce findings and recommendations:

51. The SGR, especially Sections 86 – 92, provide interesting insight into the development of “Type II” partnerships. Especially telling is the sense that the CSD continues to underestimate the contributions of “partnerships” in promoting sustainability over the past decade, and to overestimate benefits of associating effective partnerships with the CSD or with any international system. The continuing confusion about the nature, purpose, and value of type II partnerships leads to investment of CSD time and financial resources that may have very little beneficial impact in the real world. This is especially true if reporting on results of approved partnerships is not mandatory and credible, and specifically tied to elements of the Johannesburg Plan of Implementation and the Millennium Development Goals.

52. At the moment, it is clear that: (The following discussion relies heavily on Benner et al in **Progress or Peril**, GPPI 2003):

- Partnerships are one of the key outcomes of the WSSD.
- The discussion of partnerships is becoming increasingly polarized
- These concerns focus on crucial structural and procedural design issues.
- “Partnerships “a la WSSD are only one narrow class of the full range of partnerships critical to promoting sustainability.
- Type 2 partnerships must be defined and dealt with so as not to distract from national governmental responsibilities, and international commitments.
- Type 2 Partnerships must be effectively linked to traditional intergovernmental outcomes and commitments, and efforts to monitor outcomes must be linked to each other and to the monitoring of international and national commitments.
- Basic “rules of the game” for type 2 partnerships must be adopted.
- Transparency in reporting on accomplishments and achievement of Type 2 commitments is necessary.
- The CSD should commitment to support the capacity building necessary to facilitate stakeholder and developing country participation.

CONCLUSION

The Eleventh Session of the Commission on Sustainable Development provides an opportunity unmatched since 1993. Although the meeting occurs in a time when the attention of the international community is divided among many critical issues, nothing is more important strategically to peace and stability than promoting the transition to sustainable economies, policies, practices, and life-style. The CSD is uniquely configured to provide thoughtful, long-term perspective in a period when international institutions are questioned, and when many despair of real leadership coming from the United Nations.

This leadership must take the form of creating a new forum on the foundation provided by the last ten years of CSD experience.

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