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**COMMUNICATION STRATEGY FOR GLOBAL COMPLIANCE WITH THE
MONTREAL PROTOCOL: FOLLOW-UP TO DECISION 38/79**

This report was prepared by UNEP in fulfillment of the Decision 38/79 in which the Executive Committee requested UNEP to report the preliminary results and progress made in implementing the Communication Strategy to the 41st Meeting of the Executive Committee.

**PRELIMINARY RESULTS AND PROGRESS
IN IMPLEMENTING THE COMMUNICATION STRATEGY
FOR GLOBAL COMPLIANCE WITH THE MONTREAL PROTOCOL**

1. After a decade of implementation, the Montreal Protocol community still needs to ensure the continued support of civil society (public, policymakers, industry) to protect the ODS phase out successes already achieved and sustain the momentum until the job is completed. UNEP, in collaboration with international agencies with world-renowned public awareness programmes (WHO, UNICEF, etc) and national communication experts, developed the *Communication Strategy for Global Compliance with the Montreal Protocol* to help address this communication challenge.

2. The overall objectives of the strategy are to:

- a) Contribute to promoting a country-driven approach to awareness raising as highlighted in the Strategic Planning process initiated by the Executive Committee;
- b) Support compliance of developing countries in the phase out of ODS under the Montreal Protocol through wider involvement of civil society in developing countries;
- c) Sustain the momentum of the phase out process during the compliance period by securing the broader involvement and support of the general public in Article 5 countries in the implementation of the Montreal Protocol; and
- d) Assist in preventing “back sliding” to ODS use due to various factors, including ODS dumping, by promoting active involvement of local organisations and NGOs.

3. At its 38th meeting, the Executive Committee noted the Strategy (document UNEP/OzL.Pro/ExCom/38/69) with appreciation and requested UNEP to use the strategy described in the document, taking cognisance of the suggestions made by the Executive Committee in the discussion, as part of the implementation of the Compliance Assistance Programme (CAP); and to report to the 41st Meeting of the Executive Committee in preliminary results and progress made in implementing the communication strategy (Decision 38/77).

4. Based on feedback UNEP has received in 2003 from direct contact with National Ozone Units (NOUs) and other stakeholders through the information clearinghouse and regional CAP teams, the preliminary results and progress to date can be summarised as follows:

Promoting a country-driven approach

5. **Article 5 countries still consider awareness-raising to be a priority for compliance.** In meetings of the Regional Networks of ODS Officers held in 2003, Ozone Officers continued to emphasise that IEC activities are necessary to promote compliance in their countries. Most Network meeting recommendations reflect this. One region (English-speaking Africa) characterised this as an “increased need to carry out a massive integrated awareness campaign targeted at the public, policy and decision-makers and industry”. The new Eastern Europe and Central Asia Network

requested that “awareness strategy formulation and implementation: challenges and experiences” be included as a session in its 2nd meeting. The recently-concluded meetings of the South Asia and SEAP Networks underlined the need for strategic communication and awareness activities during. The Networks of the Latin America and Caribbean region also expressed the need for continued and sustained public awareness and education activities. UNEP foresees that the need for support for NOUs on strategic ozone communication will increase for at least several years, since NOUs must create action-oriented awareness among prioritised stakeholders to ensure that the tight sequence of upcoming compliance targets are met, particularly those related to CFCs, methyl bromide and halons.

6. Individual Article 5 countries need more guidance about how to design, implement and monitor targeted IEC campaigns linked to compliance targets. As UNEP interacted with countries through the CAP in 2003, it became evident that many countries, particularly low-volume ODS-consuming countries (LVCs), need assistance in taking a structured approach to IEC. Most awareness and communication is still done on an ad hoc basis outside of a rational framework and not usually linked to compliance targets. Earlier publications produced by UNEP were, in and by themselves, not sufficient to make Ozone Officers understand how to define target audiences, mobilise resources and structure IEC activities within the framework of specific compliance targets. UNEP is exploring additional ways to help guide countries to approach IEC campaigns in a rational approach, for example using small group meetings within the existing Regional Networking framework. Additionally, the UNEP CAP information clearinghouse, in cooperation with the regional CAP teams and external communication experts working on a pro bono basis, has drafted guidelines to help meet this need and plans to disseminate them to all NOUs prior to the 41st Executive Committee meeting.

7. A more strategic regional approach is needed for IEC. During 2003, Ozone Officers in at least two Networks (South Asia and South-East Asia and the Pacific) expressed the need for developing a long-term regional strategy, as opposed to simply undertaking individual regional awareness activities within the Network structure. The Network members believed that the regional strategy should be linked with the overall national phase out plans of the individual countries, not an isolated activity. A regional strategy has been drafted for the Asia and Pacific region, and is currently under review. A pilot workshop be organised soon to finalise the regional strategy, with the involvement of national-level communication agencies and experts. The strategies will encompass not only the existing regional awareness funds available under the Multilateral Fund, but also other IEC activities supported from other resources. Although this initiative started in the Asia and Pacific region, other UNEP CAP teams believe that this idea would probably be of interest to the Networks in their regions.

Supporting compliance, sustaining momentum, preventing backsliding

Learning from Others

8. “South-south” cooperation on IEC is happening bilaterally to a certain extent but needs to be further encouraged. Each Regional Network is actively promoting cooperation between Article 5 countries on IEC under the annual

“Regional Awareness” projects approved by the Multilateral Fund. This cooperation has taken different form in different regions. For example, NOUs in the SEAP Network prepared and shared brochures and posters for raising awareness on mobile air conditioners (MACs), which the NOUs subsequently translated in different national languages and disseminated. Countries in the South Asia Network organised poster contests, where the winning posters were shared among countries. In addition to the “Regional Awareness” projects, specific country experiences presented during Regional Network meetings and information collected by the UNEP information clearinghouse indicates that limited bilateral sharing of information products are also taking place between neighbouring NOUs (most often sharing the same language). Examples of shared materials include translations of the UNEP Customs Training manual, an awareness video developed by an NOU, and a nationally-developed short handbook for refrigeration servicing technicians. Cooperation on education/training between NOUs on training of new Ozone Officers is also occurring. For example, in the ROLAC region the CAP facilitated the training of new Ozone Officers in the classification of ODS using customs codes, project management, ODS data analysis and data reporting. These exchanges of information products for national adaptation and training should be further encouraged and facilitated by UNEP and other agencies as way of saving costs and avoiding duplication.

9. **“North-South” cooperation on IEC does not appear to be happening extensively outside of existing Multilateral Fund projects.** There continues to be an active exchange of information between individual Network members/experts from developed countries and NOUs on information about ODS alternatives, and technical and policy advice. Some interest is also being shown by individual bilateral donors (e.g. Japan) in getting involved with IEC projects in the Asia and the Pacific region. Focussed “North-South” cooperation is also taking place under Multilateral Fund projects that have specific awareness components built in (e.g. India’s refrigeration and air conditioning servicing sector project, Nigeria’s IEC project, Environment Canada’s Regional Halon Management Project for the English-Speaking Caribbean). However, UNEP is not aware of any active bilateral IEC initiatives outside of such projects between NOUs and developed countries. These exchanges should be further encouraged and facilitated.

10. **Cooperation between Implementing Agencies on IEC is happening but should be further strengthened.** The Implementing Agencies participate in Network meetings, whenever practical, by doing so contribute to the outreaching of key messages and information to NOUs and other members of the Montreal Protocol community. The agencies also regularly provide UNEP with information about their activities for inclusion in the OzonAction Newsletter, and UNEP has recently begun soliciting their regular input to a news service about implementation activities, *The Montreal Protocol at Work*. UNEP and UNIDO have a long-standing partnership on the dissemination of the results of methyl bromide demonstration projects. UNEP’s information clearinghouse is well-positioned to spread the news of the many successes of the Multilateral Fund and the Implementing Agencies. Outside of these “normal” information services, in June UNEP participated in the first-ever high-level joint mission with the other Implementing Agencies to meet with Pakistan’s Minister of Environment and other senior officials, where key messages and information were delivered. All of these activities should be further developed and enhanced in the future.

11. **Existing awareness materials developed by countries should be more widely shared.** NOUs are receptive to new ideas and interested in materials developed by their peers, but this type of information is often available only to countries from one Network when it is shared during network meetings. Details of these materials should be shared across Networks and NOUs. This could be addressed in 2004 within the CAP through, *inter alia*, more structured sharing of NOU-developed materials/approaches across the Regional Networks and a centralised inventory of such awareness materials containing images and descriptions that UNEP would disseminate to NOUs through the web or a printed document on a regular basis.

Ozone Communication Challenges and Opportunities

12. **Methyl bromide.** In 2003, several Networks have identified methyl bromide as a priority sector for awareness and information to control existing consumption, prevent new consumption and demand, and in at least Network comprising 3 sub-regions, to “neutralize opposite campaigns from the commercial sector”. UNEP has been requested by Network members to continue disseminating alternatives in the use of methyl bromide. UNEP will continue to work with MBTOC members, other Implementing Agencies (including UNIDO with whom it shares a web portal on methyl bromide demonstration project results) and interested bilaterals to spread information about alternatives to methyl bromide.

13. **Illegal ODS trade.** In 2003, several Networks have identified ODS illegal trade as a continuing threat to the phase out successes achieved. UNEP publicised this issue in a special feature in the June issue of the OzonAction Newsletter. Network members have requested additional information and communication related to illegal trade. Several approaches being investigated include linking the Networks to regional customs initiatives, convening small information-sharing and awareness-raising meetings involving groups of bordering countries that have illegal ODS trade between them. Two small information-sharing and awareness-raising meetings involving groups of bordering countries that have illegal ODS trade between them have been organised in the Asia and the Pacific region, to establish a stronger link between customs initiatives and the Regional Networks of ODS Officers.

14. **Portuguese-language information.** Information for Portuguese-speaking NOUs will be an important need in 2004. With the initiation of ozone protection activities in the African Portuguese-speaking countries in 2003, there is now a need for information and awareness support for those countries. Discussions are underway with Portugal and Brazil on ways to assist these countries in various areas. Under a bilateral project with Brazil, GTZ has already translated into Portuguese some key information developed by UNEP (notably the customs training manual, customs posters, awareness videos), and has agreed to provide the translated files to UNEP. UNEP will continue working with GTZ and other interested bilaterals to share existing information in Portuguese and/or translate priority information for the benefit of the African Portuguese-speaking Parties. Similarly, for other languages not included in the group of official UN languages for which there is a significant demand (e.g. information in Dutch for Suriname), UNEP will discuss the possibility of similar cooperation with appropriate bilateral agencies.

Financing the Implementation of the Communication Strategy

15. **Some NOUs have employed innovative approaches to mobilise supplemental IEC resources, but lacking good examples, it is difficult to promote the concept to other NOUs.** Following UNEP's global call for examples of such innovative approaches in 2003, only three examples were forthcoming from NOUs and only one (Lebanon) provided sufficient details. However, it is encouraging to note that the country was able to leverage considerable additional resources from the private sector to supplement and assist its national awareness campaign. UNEP is aware of other examples of innovative resource mobilisation and will continue to try to document and share that information with NOUs. During Network meetings, UNEP has encouraged Ozone Officer to consider such supplemental financing.

Choosing and Adapting Messages

16. **Ozone depletion is still newsworthy.** The newsworthiness of the ozone issue is at best sporadic, and the media usually only provide high visibility to the subject on the International Day for the Preservation of the Ozone Layer ("Ozone Day"). The challenge is to ensure that interest is sustained. However, in spite of some views to the contrary, in 2003 the ozone story proved that it can still receive the attention of the international, regional and national media if the stories are packaged and delivered in an appropriate manner. Following the issuance of the UNEP/WHO joint press release on Ozone Day 2003, priority messages identified in the Communication Strategy were widely disseminated to members of civil society in developing and developed countries. UNEP documented over 60 international and national press agencies reporting on the Montreal Protocol including major news outlets that reach combined audiences of many millions, e.g. Xinhua News, Times of India, Pravda, Gulf News, Reuters, Agence France Presse and the New York Post (for the full list of ozone day coverage, see www.uneptie.org/ozonaction/events/ozoneday). It is interesting to note that the ozone message in the UNEP/WHO press release received good coverage by the developed country media. Such coordinated global messages to the press are needed to get the Montreal Protocol message to the public.

17. **Key messages need to be continuously communicated.** The *Communication Strategy* identified 14 priority messages on ozone protection that should be promoted globally by all components of the Multilateral Fund "system". UNEP included all of these messages in issue 41 (October 2003) of the OzonAction Newsletter, with a note encouraging NOUs to integrate such messages into their national IEC campaigns. The OzonAction Newsletter is received by over 15,000 readers worldwide in 6 languages, including the principal members of the global Montreal Protocol community. UNEP also ensures that its press releases, website and outreach activities include these messages as appropriate. The CAP Advisory Group also identified a vital message that had not been included in the *Communication Strategy*: There will soon be significant restrictions in CFC supplies worldwide following the completion, expected near-term completion or agreements to close CFC production facilities, and countries should be prepared so that. UNEP has already begun communicating this message to NOUs in 2003 and will do so in increasingly visible ways throughout 2004. Other Implementing and Bilateral agencies should also promote the messages as appropriate.

18. **Messages about the implementation of projects and activities under the Multilateral Fund tend to fall between the cracks and needs to be actively promoted.** The results or successes of projects under the Multilateral Fund are often not widely disseminated or packaged as news items by the agencies and countries involved in the implementation work. However, some of those stories definitely merit wider media attention. There is a missed opportunity to share the newsworthy items with the wider public in support of the Multilateral Fund Information Strategy. In 2003, UNEP continued to promote news about the Multilateral Fund's work through established methods (e.g. OzonAction Newsletter) as well as several innovative approaches. For example, at UNEP's initiative and with logistical support from CAP Paris, Radio Monte Carlo - Moyen Orient aired a one-hour live Arabic-language talk show programme, *Is' al Mjarreb* ("Ask the One Who Knows") on the theme of the protection of the ozone layer. The invited guests were: Dr. Mahmood Abdulraheem (UNEP Regional Director, ROWA); Mr. Mustapha Kleiche (France/AFD); Mr. Khaled Klaly (Syria); Engineer Farouk Hosni, a refrigeration industry representative from Egypt; and Dr. Abdul Elah Alwadaee, Regional Network Coordinator, UNEP/ROWA. Through this broadcast, a full cross-section of stakeholders in the Multilateral Fund "system" delivered key messages about the Montreal Protocol, the achievements of the Fund, and priority compliance issues to an estimated general public audience of 13-16 million Arabic-speaking people worldwide. In another example, UNEP released a re-designed web site on the occasion of Ozone Day that included a new feature on the home page -- *The Montreal Protocol at Work* (<http://www.uneptie.org/ozonaction>) that showcases news related to the implementation of the Montreal Protocol. It highlights the achievements, outputs and progress made by the Protocol's "implementation community", which includes NOUs, bilateral agencies, the Implementing Agencies, the Ozone and Multilateral Fund Secretariats, and others involved in projects and activities "on the ground".

Cooperation and synergy with other multilateral environmental agreements (MEAs)

19. **Illegal trade and customs training are important areas of cooperation with other MEAs.** In June 2003, a coalition of UNEP, Interpol, World Customs Organization, the Basel Secretariat, the Convention on International Trade in Endangered Species of Wild Flora and Fauna (CITES) Secretariat, and the Ozone Secretariat launched the *Green Customs* initiative to improve coordinated intelligence gathering, information exchange, guidance (such as codes of best practice) and customs training amongst the partner organizations involved. Many of the partners are already collaborating on training and information exchange, however, one of the aims of the initiative is to harmonize efforts amongst the various actors, particularly the MEAs, so that customs officers receive training that covers all relevant environmental agreements. In support of this, UNEP launched a dedicated web site (www.uneptie.org/ozonaction/customs) where interested organizations and the customs officers can obtain information such as lists of upcoming training, environmental trainers, and training presentations.

Synergy between the Communication Strategy and Multilateral Fund Information Strategy

20. UNEP and the Multilateral Fund Secretariat are cooperating to avoid duplicative efforts and to promote synergies between the *Multilateral Fund*

Information Strategy and the *Communication Strategy*. The following on mutually-supportive actions are being discussed:

- Using the CAP infrastructure to disseminate messages identified by the Multilateral Fund Secretariat to various target audiences (including but not limited to high-level policymakers and senior government officials);
- Continuing the participation of Secretariat staff in Regional Network meetings and other regional or international fora organized by UNEP;
- Using the OzonAction Newsletter and OzonAction clearinghouse as vehicles to help the Secretariat achieve the objectives of the *Information Strategy*;
- Developing the respective web sites of UNEP and the Secretariat in a mutually-reinforcing and coordinated manner.

Issues for Consideration

21. The *Communication Strategy* noted that multiple entities need to be involved in the implementation process and that it is not in the sole purview of UNEP or any one entity. Given the disparate nature of the activities, the *Communication Strategy* suggested that the Executive Committee may wish to consider some form of centralized monitoring, encouragement and/or follow-up to stimulate actions on the strategy by the various entities involved. The Executive Committee may wish to consider designating an appropriate agency for this role.

22. The Executive Committee may wish to consider encouraging other Implementing and Bilateral agencies to use their information and communication infrastructures to deliver the priority messages (i.e. those under the *Information Strategy*, those contained in the *Communication Strategy*, as well as the message about looming restriction in CFC supplies due to production closures).

23. It may also be desirable to have regular consultative meetings of the Implementing Agencies, interested bilateral agencies, Multilateral Fund Secretariat and Ozone Secretariat on their respective IEC activities with an objective of coordinating messages, strengthening cooperation, and sharing information.

24. With a view to encouraging more “North-South” and “South-South” cooperation on IEC, the Executive Committee may wish to consider encouraging those governments or organisations interested in sharing their IEC experiences, examples of innovative financing for IEC, information resources or expertise with Article 5 countries to make themselves known to UNEP so that their availability can be made known to NOUs through the CAP.