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Article 6 of the Convention

Report on progress achieved in implementing Article 6 of the Convention

Note by the secretariat

Summary

This intermediate review of progress in the implementation of the New Delhi work programme on Article 6 of the Convention draws on information presented in national communications and other reports submitted by Parties to the secretariat by 15 August 2004. Recognizing that the level and nature of climate change outreach activities are determined by national circumstances and capacities, the report presents an overview of achievements by Parties, reviews remaining gaps and barriers, and outlines lessons learned and opportunities discussed at relevant regional workshops. It also outlines key issues that Parties may wish to consider in preparing the draft decision relating to the implementation of decision 11/CP.8, for adoption by the Conference of the Parties at its tenth session.

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I. Introduction

A. Mandate

1. The Subsidiary Body for Implementation (SBI), at its twentieth session, requested the secretariat to prepare an intermediate review report on progress achieved by Parties in implementing Article 6 of the Convention, based on information contained in national communications and other information received by the secretariat by 15 August 2004.¹

B. Background

2. The Conference of the Parties (COP), by its decision 11/CP.8,² adopted the New Delhi five-year work programme on Article 6 of the Convention. The work programme sets out the scope of activities related to Article 6,³ and provides the basis for action by presenting a non-exhaustive list⁴ of activities that Parties could undertake, taking into account national circumstances and priorities.

3. For the purpose of reviewing the work programme and evaluating its effectiveness in 2004 and 2007, the COP, at the same session, also requested Parties to prepare reports within their national communications, where possible, on their related efforts, accomplishments, lessons learned, experience gained, and remaining gaps and barriers observed. The SBI, at its nineteenth session, further noted that additional and/or separate reports could be submitted as a voluntary initiative by Parties.⁵

C. Scope of the note

4. The scope of the New Delhi work programme and the accompanying list of activities (see annex II) served as the basis to assess the status of implementation of Article 6, observe gaps, barriers and lessons learned, and suggest additional activities that would enhance the implementation of the work programme.

5. The secretariat reviewed several sources of information to prepare this document, in particular:
- (a) Information contained in the national communications, where Parties mostly provide general information on their various initiatives, in particular with regard to education, training, public awareness and public access to information. National communications submitted after the adoption of the New Delhi work programme and which had not been included in any secretariat process of compilation and synthesis were given extra consideration⁶
 - (b) Document FCCC/SBI/2003/7/Add.4, containing a compilation and synthesis of information received from Parties included in Annex I to the Convention

¹ FCCC/SBI/2004/10, paragraph 46.

² FCCC/CP/2002/7/Add.1, pages 23–29.

³ The six elements of Article 6 of the Convention are international cooperation, education, training, public awareness, public participation and public access to information.

⁴ FCCC/CP/2002/7/Add.1, page 27, paragraph 15.

⁵ FCCC/SBI/2003/19, paragraph 41 (b) (ii).

⁶ Third national communications of Parties included in Annex I to the Convention submitted after 28 February 2003: Denmark, Iceland, Ireland and Portugal. Initial and second* national communications of Parties not included in Annex I to the Convention submitted after 1 April 2003: Central African Republic, Comoros, Democratic People's Republic of Korea, Dominican Republic, Gambia, India, Madagascar, Malawi, Malta, Nepal, Nigeria, Pakistan, Palau, Republic of Korea,* South Africa, Sudan, Tanzania, Uruguay,* Viet Nam and Zambia.

(Annex I Parties) in their third national communications on their activities relating to Article 6 of the Convention

- (c) Document FCCC/SBI/2003/13, containing the fifth compilation and synthesis of initial national communications from Parties not included in Annex I to the Convention (non-Annex I Parties), and in particular paragraphs 139–152 considering activities relating to Article 6
- (d) The responses from 10 Parties to the invitation of the SBI at its twentieth session to submit additional information, as contained in document FCCC/SBI/2004/MISC.5, which communicate very detailed information on recent activities carried out since the submission of national communications. These reports also provide some insight into activities relating to international cooperation and public participation, which were the least addressed issues in the national communications, and attempted to assess the effectiveness of the activities carried out, in particular in relation to awareness campaigns
- (e) Documents FCCC/SBI/2003/10 and FCCC/SBI/2004/7, containing the reports of the European and African regional workshop on Article 6 of the Convention, respectively, and which underline existing initiatives, highlight barriers, opportunities and lessons learned, and present recommendations for future work to enhance the implementation of Article 6 in the respective regions
- (f) Other information, received by the secretariat over the past two years, relevant to the implementation of activities relating to Article 6 (see annex I).

6. Specific and/or nominative sources of information are reported in a few cases, as deemed necessary.

7. In view of the general disparity noted in the status of implementation of Article 6 activities by Annex I Parties on the one hand, and non-Annex I Parties on the other hand, the document addresses the respective status of implementation in separate sections.

D. Possible action by the Subsidiary Body for Implementation

8. The SBI may wish to take note of the findings of the analysis and key issues identified in this document and invite Parties to continue to report on activities relating to Article 6 of the Convention in their national communications, and in other reports as appropriate.

II. Status of implementation of Article 6 of the Convention

A. Achievements and remaining gaps

1. Annex I Parties

Overview

9. Climate change education, training and public awareness efforts have evolved considerably over the past 10 years, owing to coordinated efforts by governments, international organizations and non-governmental institutions. Parties can generally demonstrate a solid track record of achievements, and, as a result, while the level of public awareness and understanding of climate change varies from country to country, it has been increasing over the decade. Many governments highlight that a growing number of citizens have a general awareness of climate change, and many more understand the issue as part of their

concern for the environment. However, maintaining the level of awareness gained remains a challenge and requires sustained effort. In this context, most countries have by now put in place a range of measures, often in concert with other measures, such as economic and fiscal instruments and voluntary agreements, to maintain awareness and influence consumer behaviour.

10. Most Annex I Parties have developed the institutional and technical capacity to plan, coordinate and implement Article 6 activities, assess their effectiveness, and consider the linkages between these activities, implementation of policies and measures to mitigate and adapt to climate change, and other commitments under the Convention. However, some Annex I Parties in the Commonwealth of Independent States (CIS) generally recognize that Article 6 activities are often performed in an uncoordinated manner and commonly on an ad hoc basis.⁷

Public awareness

11. In recent years, many Parties have launched elaborate and often expensive public awareness programmes and campaigns as part of comprehensive communication strategies specific to their national circumstances. Such programmes involve a wide range of instruments to reach various specific audiences, and, over the years, many Parties have shifted their objective from creating awareness of the problems to gaining and maintaining support for implementing solutions while attempting to change behaviour.

12. One important emerging component of these awareness programmes is their systematic evaluation, often at different phases of the programmes, such as in New Zealand, that enables Parties to prepare the ground or adjust for a next phase, as well as learn from the experience, such as in Sweden. Some Parties, such as Canada, are already introducing new and innovative outreach programmes, building on the momentum from work that has already been done, and on the lessons learned.

Public participation and public access to information

13. There is now evidence of a growing tendency to encourage public participation and public access to information. More and more, governments are working closely with various stakeholders, including business and industry, non-governmental organizations (NGOs), community groups, educators, and others, in promoting a greater understanding of climate change.

14. Public participation is recognized as a critical component in enhancing public input into decision-making, and many Parties, such as France, New Zealand and Portugal, have undertaken national consultations on their national action plans or domestic policy options on climate change with the general public and all sectoral stakeholders.

15. Electronic tools have been instrumental in building up information resources and enhancing partnerships and networking in the area of education, training and dissemination of information. Ministries of environment in most countries have created web sites on climate change. These sites also list the government departments involved with national climate change programmes, provide links to consultation and policy documents, basic climate change information and resources, key contacts and links to other relevant web sites of ministries working in the field of climate change.

⁷ Report from the UNEP-CIS subregional workshop on the New Delhi work programme on Article 6, held 3–4 March 2004 in Moscow, Russian Federation.

Education

16. The focus of action for formal education is generally twofold: developing and implementing a sound framework to further integrate climate change issues in curricula; and identifying needs and developing tools for facilitating the implementation of the framework.

17. To date, formal education mostly addresses climate change within the larger scope of environmental protection and sustainable development. However, recent initiatives reflect efforts by Parties to increase the emphasis on climate change and further its integration into curricula. Most Parties have also developed new, climate change focused materials in print or electronic versions. In many instances, training and retraining of staff is considered necessary in view of the multidisciplinary background and teaching skills required.

18. Extra-curricular or non-formal educational programmes have been developed and supported by most Parties. These programmes are usually developed and implemented by governments in cooperation with other governmental and non-governmental organizations, and efforts are under way to strengthen these partnerships and promote innovative activities in this area.

Training

19. A wide range of training activities focusing on climate change issues and adapted to specific target groups has been initiated by most Parties, in varied forms, such as workshops and seminars, online training, CD-ROMs, guides, leaflets or other training kits. In this area as well, there is increasing recognition of the importance of collaborative activities with NGOs and the private sector. New priority areas for training are regularly identified, and new programmes developed.

International cooperation

20. International cooperation is taking different forms, and can occur at various levels, from the bilateral to the regional, according to needs and conditions. Recent examples of international cooperation include:

- (a) Providing technical and financial support for training in developing countries, establishing networks to facilitate the coordination of activities, and providing outreach and educational material (New Zealand)
- (b) Facilitating participation in regional events by providing translation and developing specific guides (France)
- (c) Enhancing institutional capacity in developing countries through the implementation of bilateral or regional initiatives, and facilitating access to information of researchers and negotiators from developing countries (Canada, United States of America).

2. Non-Annex I Parties

Overview

21. Parties continue to emphasize their commitment to developing sustainable, long-term public awareness strategies for engaging all stakeholders, and a few Parties, such as India, Tunisia and Uruguay, have established an outreach division or information resource centre for the coordination of their outreach activities. However, many countries still do not have in place a formal implementation plan for Article 6 of the Convention, because matters under the climate change Convention often have to compete

with other national priorities, such as food security and poverty alleviation, and Parties mostly lack the institutional capacity to initiate and coordinate climate change outreach programmes.

22. More generally, lack of financial and technical resources continues to be the major barrier for most Parties to the implementation of education, training and public awareness programmes on climate change. Due to lack of institutional capacity, many environment ministries are stretched by the need to service several international processes. Most Parties, therefore, focus their efforts to address climate change and activities relating to Article 6 in the framework of other national environmental and sustainable development projects.

23. The level of climate change awareness and understanding of the population at the various levels of society remains quite low in most countries, and is often a key capacity-building indicator, as stated by Kenya.

Public awareness and training

24. A number of outreach initiatives are being undertaken to raise public awareness on a range of environmental issues, and many of these initiatives have direct relevance to climate change, such as energy-efficiency awareness campaigns, or water conservation campaigns, as carried out in South Africa. Many Parties, such as Tanzania, recognize that public awareness campaigns would need to encompass subjects relevant to specific groups, and a few Parties, such as Korea, have developed climate change campaigns targeting diverse groups to enhance the efficiency of the campaigns.

25. All Parties have implemented climate change training and awareness programmes in relation to the national communications process, with financial support from the Global Environment Facility (GEF), as is the case in Uruguay. Most Parties recognize that activities undertaken in this context resulted in higher awareness about climate change issues among policy and decision makers, who remain the primary targets for training and awareness initiatives.

26. Although universities in some countries already undertake climate change research and related training, and many Parties, such as the Gambia and Uruguay, have already held numerous training workshops, many more training programmes are still planned or identified as a priority in most countries to build basic knowledge capacity. In some countries, the rapid turnover of policy makers requires educating new officials on a regular basis. Lack of funds or adequate structure to coordinate these training activities remains the first obstacle to their implementation.

International and regional cooperation

27. International NGOs and intergovernmental organizations (IGOs) are increasingly supporting efforts to implement activities under Article 6 through their regular programmes, and through provision of financial and technical support, such as the United Nations Environment Programme (UNEP) support as reported by Uzbekistan. They also play a pivotal role in collecting and diffusing information on climate science, in cooperation with national and regional bodies, as well as with the media and other elements of civil society.

28. Bilateral assistance programmes remain an important vehicle through which new initiatives are launched to build human and institutional capacity, while providing support to both governmental and non-governmental organizations on topics relating to all aspects of sustainable development and climate change. Under such programmes, special attention is paid to sensitizing and training key decision makers in areas of the science of climate change, its impacts, adaptation, mitigation and related policy decision-making. Bureaucratic resistance and difficulties of coordination can impede the efficient implementation

of Article 6 activities. International support can often come with heavy and time-consuming reporting procedures attached.

Education

29. Many universities have either established or are considering establishing environmental departments that take a multidisciplinary approach. Several Parties have successfully developed collaborative efforts in education, with the involvement of the NGO community and cooperation with universities and other institutions. A few Parties, such as the Dominican Republic, have developed innovative educational material, some being made available in multiple languages, such as the school manual developed by Tunisia.

Public participation and public access to information

30. As is the case with Annex I Parties, public participation and public access to information on environmental issues in general and climate change in particular are commonly encouraged by non-Annex I Parties. In particular, local communities and NGOs play a vital role in promoting public awareness, and a number of laws and regulations are in force in many countries, such as in Nepal, to increase participation in the conservation of natural resources, or, as in India, to disseminate environmental information.

31. Climate change issues and study results are usually made available through different media, from scientific and technical journals to newspapers, radio, television or the Internet. However, there are still practical limitations on communications, from slow Internet to illiteracy or limited distribution of newspapers.

32. Other Parties, such as Zambia, have organized discussions, dissemination of information and consultative workshops on climate change issues, inviting all stakeholders, to encourage and stimulate interest in climate change in the various sectors of the national economy.

B. Lessons learned and opportunities

33. The mandated regional workshops in 2003 in Europe and in 2004 in Africa provided a unique opportunity to share experiences, discuss gaps and needs, draw lessons and identify opportunities for further action. This section mostly revisits the findings and recommendations that emerged from these workshops, with the understanding that it may not present a complete inventory.

Institutional framework

34. A consistent theme for non-Annex I Parties is the importance of establishing a national climate change committee with a dedicated outreach unit or information center, as stressed by many countries, such as Palau. By drawing together officials from a broad range of ministries and departments, such a committee can help engage in the multisectoral issue of climate change, as well as communicate the climate change message to a full spectrum of national policy makers.

Public awareness

35. Due to the diversity among and within societies, and as communication strategies must address the current level of awareness and understanding, there is no single strategy nor best way to raise and maintain awareness on climate change issues, as stated by the United States. However, lessons learned by Parties in implementing their country-driven awareness programmes, apply to all Parties:

- (a) To gain support from the public, climate change has to be made a priority in the national policy agenda of Parties;
- (b) In promoting greater understanding of climate change, it is important to work closely with, and support as required, various stakeholders, including business and industry, NGOs, community groups, educators, and others;
- (c) The media represents a critical channel for reaching out to the public and to key stakeholders. However, journalists can face serious constraints, and many would like to receive more professional training, including in specialized topics such as climate change. Conducting briefings and seminars on climate change (national, subregional and/or regional) to enhance the relationship between government officials and journalists and to keep journalists abreast of the issues, could assist in raising the profile of climate change in many countries;
- (d) In designing a national awareness campaign, measurable goals have to be defined, and targets need to be clearly identified;
- (e) Policy makers, the general public and youth are mostly identified as key target audiences. To be effective, messages must be crafted for the particular target audience and avoid jargon and highly technical terms. Where possible, links should be made to related concerns, such as those dealt with under the United Nations Convention to Combat Desertification and the Convention on Biological Diversity, to boost the relevance and impact of the message.

Education

36. Basic education is the foundation for all communications and awareness raising. Mass public education can promote environmental and ethical awareness, values and attitudes, as well as the skills and behaviour needed to contribute to sustainable development. Although climate change awareness is not the main reason for promoting universal basic education and improving national literacy levels, it will certainly be one of the outcomes.

37. Climate change education should be linked to environmental education and education for sustainable development. Curricula should place emphasis on the causes of climate change, its effects and possible solutions, and should highlight links to personal consumption and sustainable development. Teachers should receive additional training to increase their scientific knowledge.

38. Priority measures to support the implementation of educational activities include the development of curricula, the development and publishing of educational and study materials on climate change issues, and the establishment of information networks and education centers. In order to facilitate national efforts, the sharing of existing educational materials and ideas for innovative educational methods and projects relevant to climate change should be widely encouraged.

International and regional cooperation

39. At the international level, cooperation and partnerships can lead to vital financial and technical assistance. All Parties recognize the value of partnerships and the important role that IGOs and NGOs can play in enhancing their capacities. International cooperation on Article 6 activities could go hand-in-hand with international cooperation relating to other multilateral environmental agreements and could overlap with activities under the wider banner of sustainable development.

40. Regional cooperation can complement but not replace efforts at the national level, but promoting cooperation at the subregional and regional levels can help reduce operational costs, increase efficiency of resource use, and access to technical assistance and experts. Training may be the element of Article 6 most suited to benefiting from such a regional approach. Networking among educational institutions should also be encouraged. It may be possible and attractive to develop a curriculum at the regional level and then adapt it to the national level. Countries should consider developing and sharing replicable templates and success stories in the field of climate change education.

41. Cooperation could be strengthened through increased networking and collaboration on projects, improved information and communication infrastructure, increased inflows of financial resources, and language training and the promotion of multilingualism. Specific proposals for strengthening regional cooperation include sharing information products and translations, sharing experiences and ideas, building networks of university research programmes and other underutilized regional capacities, establishing partnerships with businesses and NGOs, launching a regional strategy on education and training, and establishing a regional network on Article 6.

Public participation and access to information

42. Promoting public participation in climate change decision-making and public access to information can also play a critical role. Efforts could focus on ensuring that libraries and educational institutions offer a full range of relevant materials, from national communications and the Intergovernmental Panel on Climate Change (IPCC) Third Assessment Report (TAR) to videos and popularized brochures. Proactive effort is essential to ensure that people are informed about how this climate change information can be accessed.

III. Issues to be considered for further action

43. In preparing the draft decision on the status of implementation of the New Delhi work programme on Article 6 of the Convention and on ways to enhance its implementation, Parties may wish to consider the following elements:

- (a) Since the adoption of the New Delhi work programme, many Parties have reported, in their national communications or other reports, on specific achievements within the scope and in line with the guiding principles of the work programme, which has proven to be an adequate framework for country-driven action
- (b) To date, most Parties have gained experience in planning and implementing activities relating to Article 6, assessed their specific needs and identified major obstacles, and many have already learned from their national experiences
- (c) The level and nature of climate change outreach activities continues to be driven by national circumstances and capacities, and many non-Annex I Parties still lack the institutional, financial and technical capacities to plan, coordinate and implement sustainable education, training and public awareness programmes
- (d) Regional, subregional and national workshops are essential fora for sharing experiences and lessons learned, identifying specific opportunities for international and regional cooperation, and building partnerships with all sectors of the economy. Annex II Parties to the Convention and international organizations in a position to do so could make funding available for the remaining regional workshops as mandated by the SBI. They could also support other relevant initiatives

- (e) The clearing house being developed by the secretariat in consultation with Parties could also play a useful role in providing learning opportunity and a platform for sharing experiences
- (f) Building on the successful partnership with UNEP in supporting the implementation of Article 6 activities in developing country Parties and Parties with economies in transition, the secretariat could collaborate with IGOs and other United Nations agencies with expertise in Article 6 activities
- (g) To improve access to, and visibility of, GEF opportunities for funding Article 6 activities:
 - (i) Parties could outline the Article 6 components within the regular projects they submit to the GEF for funding
 - (ii) Parties could elaborate on activities relating to Article 6 within the context of implementing capacity-building activities
 - (iii) Information on these activities could be provided by the GEF in its reports to the COP
- (h) Existing important subregional and regional resources, including effective organizations and experts, successful programmes and initiatives, and cooperative agreements with regional and international partners could be utilized for Article 6 initiatives
- (i) In addition to implementing focused climate change outreach activities, Parties could build on broader outreach initiatives, including those relating to other environmental conventions, where the climate change component can be emphasized.

Annex I**Additional information received by the secretariat on specific activities**

Party	Title	Description / languages
Belgium	<i>Effet de serre et changements de climat: Pourquoi, comment et que pouvons-nous y faire?</i>	Booklet explaining climate change, and environmentally sound practices (French)
Brazil	<i>Patrulheiros do Clima da Terra</i>	Children's book, illustrating the greenhouse effect, and climate friendly practices (Portuguese, English)
Dominican Republic	<i>Programa Universitario sobre Cambio Climático Global</i>	University curriculum on global climate change (Spanish)
	<i>Primary Education Guide on Climate Change</i>	Guide to climate change for primary school students (English, Spanish)
	<i>Guía sobre Cambio Climático y el Protocolo de Kyoto</i>	Teachers' guide to climate change and the Kyoto Protocol (Spanish)
France	<i>Changements Climatiques: de la Convention de Rio aux accords de Bonn et Marrakech - Guide Explicatif des accords internationaux - 2002</i>	Guide to international climate change accords (French)
	<i>La France, partenaire international dans le domaine du changement climatique</i>	Brochure highlighting France's contributions to the climate change negotiations (French)
	<i>Collectivités Locales & Changement Climatique: Êtes-vous Prêt? Un guide pour l'adaptation à l'attention des Collectivités</i>	Guide on adaptation to climate change (French)
	<i>La division par 4 des émissions de dioxyde de carbone en France d'ici 2050</i>	An introduction to the debate about reducing carbon emissions by 75 per cent by 2050 (French)
Japan	<i>The Twelfth Asia-Pacific Seminar on Climate Change: Chairperson's Summary</i>	Summary report from the 12 th Asia-Pacific Seminar on Climate Change (English)
New Zealand	<i>Projects to Reduce Emissions</i>	Fact sheet on New Zealand's projects to reduce emissions (English)
	<i>New Zealand's Permanent Forest Sink Initiative</i>	Fact sheet on New Zealand's Permanent Forest Sink Initiative (English)
	<i>Biodiversity & Climate Change: An Integrated Solution</i>	Fact sheet on the Emission Biodiversity Exchange (IBEX21) (English)
	<i>From principles to practice</i>	Brochure outlining the history of New Zealand's sustainable forest management (English)
Niger	<i>Document d'information et de sensibilisation sur la convention sur les Changement Climatiques</i>	Brochure on the Climate Change Convention (French)
Sweden	<i>A Warmer World</i>	A book on the greenhouse effect and climate change. (English)
	<i>The Swedish Climate Campaign – Part of Sweden's Climate Change Strategy</i>	Booklet outlining Sweden's national climate change strategy (English)
	<i>Something Strange is Happening to the Weather</i>	10 questions and answers about the greenhouse effect (English)
Tunisia	<i>School Manual on Climate Change</i>	Guide aimed at elementary school children, on the causes and effects of climate change (Arabic, English, French)

Annex II

**Status of implementation of activities suggested in the
New Delhi work programme**

List of activities presented in decision 11/CP.8	Status of implementation	
	Annex I Parties	Non-Annex I Parties
(a) Develop institutional and technical capacity to:		
- Identify gaps and needs for the implementation of Article 6	0	- -
- Assess the effectiveness of Article 6 activities	+ +	0
- Consider the linkages between Article 6 activities, implementation of policies and measures to mitigate and adapt to climate change, and other commitments under the Convention	+ +	+
(b) Prepare assessments of needs specific to national circumstances in the area of the implementation of Article 6, including the use of surveys	+ +	+
(c) Designate, and provide support to, a national focal point for Article 6 activities and assign specific responsibilities	Belgium Bulgaria	- -
(d) Develop a directory of organizations and individuals ... with a view to building active networks involved in the implementation of these activities	0	0
(e) Develop criteria for identifying and disseminating information on good practices for Article 6 activities, in accordance with national circumstances	0	0
(f) Increase the availability of copyright-free and translated climate change materials	+ + +	+ +
(g) Enhance efforts to develop and use curricula and teacher training focused on climate change as methods to integrate climate change issues at all educational levels and across disciplines	+ + -	+ + -
(h) Seek opportunities to disseminate widely relevant information on climate change. Measures could include translation into appropriate languages and distribution of popularized versions of the IPCC TAR	+ + +	+ +
(i) Seek input and public participation ... in the formulation and implementation of efforts to address climate change and encourage the involvement and participation of representatives of all stakeholders and major groups in the climate change negotiation process	+ + +	+ +
(j) Inform the public about causes of climate change and sources of greenhouse gas emissions, as well as actions that can be taken at all levels to address climate change	+ + +	+ + -
(k) Share the findings contained in their national communications and national action plans ... on climate change with the general public and all stakeholders	+ + +	+ + +
(l) Seek to enhance cooperation and coordination at international and regional levels, including the identification of partners and networks with other Parties, IGOs and NGOs, the private sector, state and local governments, and community-based organizations	+ + +	+ - -

Legend:

+ done by some	- planned by many
+ + done by many	- - planned by many but financial and/or technical resources lacking
+ + + done by most	0 not reported