

**WORKSHOP FOR THE DEVELOPMENT OF A WORK PROGRAMME ON
ARTICLE 6 OF THE CONVENTION:
EDUCATION, TRAINING AND PUBLIC AWARENESS**

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BACKGROUND PAPER

I. INTRODUCTION

1. Article 4 (1.i) of the Convention establishes an important commitment applicable to all Parties concerning education, training and public awareness on climate change by obligating Parties to “promote and cooperate in education, training and public awareness related to climate change, and encourage the widest participation in this process, including that of non-governmental organizations.” Article 6 of the Convention states that Parties, in carrying out their commitments under Article 4 (1.i) shall, *inter alia*, promote and facilitate at the national and, as appropriate, sub-regional and regional levels, and in accordance with national laws and regulations, and within their respective capacities: the development and implementation of educational and public awareness programmes on climate change and its effects; public access to information on climate change and its effects; public participation in addressing climate change and its effects and developing adequate responses; and, training of scientific, technical and managerial personnel. Under Article 6, Parties shall also cooperate in the development of educational and public awareness material, education and training programmes, including the strengthening of national institutions, and the exchange or secondment of personnel to train experts, in particular for developing countries.

2. Article 10(e) of the Kyoto Protocol reiterates this commitment by calling upon all Parties to cooperate in and promote the “development and implementation of education and training programmes, including the strengthening of national capacity building, in particular human and institutional capacities and the exchange or secondment of personnel to train experts in this field, in particular for developing countries, and facilitate at the national level public awareness of, and public access to information on, climate change.”

3. The Subsidiary Body for Scientific and Technological Advice (SBSTA) first discussed the issue in 1998, after a related workshop co-organized by the secretariat and UNEP. At its eighth session in June 1998, the SBSTA invited Parties to submit to the secretariat their views on possible means of promoting the implementation of Article 6 of the Convention for compilation into a miscellaneous document. Three submissions were received, from Austria on behalf of the European Community and its member States, Switzerland and Uzbekistan (FCCC/SBSTA/1999/MISC.1). At the same session, the SBSTA invited the secretariat to develop proposals on how to integrate Article 6 into the work programme of the SBSTA, taking into account the submissions from Parties, for consideration at its tenth session. The SBSTA requested the secretariat to explore the development of more rigorous reporting guidelines on Article 6 for national communications (FCCC/SBSTA/1998/6, para. 37 (g)). The SBSTA also requested the secretariat “to explore the possibility of establishing a United Nations Climate Change Day to promote awareness of climate change issues at the national and international levels” (FCCC/SBSTA/1998/6, para. 37 (h)).

4. At its 10th session in June 1999, the Chairman of the SBSTA expressed regret that the small number of submissions from Parties had prevented the secretariat from developing proposals on how to integrate Article 6 into the work programme of the SBSTA (FCCC/SBSTA/1999/6, para. 60). The SBSTA invited Parties to submit further proposals to the secretariat by October 1999 to serve as a basis for a more substantive discussion at the twelfth session of the SBSTA (FCCC/SBSTA/1999/6, para. 61). Two additional submissions, from Kenya and the United States, were received by October 1999 (FCCCC/SBSTA/2000/MISC.3).
5. The SBSTA, at its twelfth session in June 2000, noted that although activities relating to Article 6 are widely recognized as important for the implementation of the Convention, the issue had so far received little attention from the SBSTA. Following a side event organized by the secretariat, which aimed at exchanging information among Parties, intergovernmental organizations (IGOs) and non-governmental organizations (NGOs), the SBSTA also noted that Parties, IGOs and NGOs had already undertaken work at the national and international levels, and that the lessons learned, as well as information products developed, should be compiled and shared, and priority areas identified (FCCC/SBSTA/2000/5, para. 64 (b)). The SBSTA also noted a verbal report from the secretariat on proposals to advance the implementation of Article 6. The SBSTA requested the secretariat to put Article 6 on the agenda of its fourteenth session and, where appropriate, subsequent sessions (FCCC/SBSTA/2000/5, para. 64 (c)).
6. At the sixth session of the Conference of the Parties (COP 6) in November 2000, the secretariat held a side event to inform Parties on the status of implementation of Article 6, encourage Parties, IGOs and NGOs to share their experience, and stimulate a discussion on the prioritization of issues. The side event drew upon national, regional and international experiences to provide a better understanding of needs, activities, lessons learned and best practices. Included were presentations on: best practices of the Netherlands for awareness-raising activities; regional networking and information exchange among small island States through the Small Island Developing States Network (SIDSNet); and the launch of *Vital Climate Graphics*, an information package developed by UNEP in cooperation with IPCC, UNFCCC and others.
7. At its fourteenth session in July 2001, the SBSTA adopted a set of conclusions (FCCC/SBSTA/2001/2, para. 27), that included: encouraging the organization of a workshop to discuss the prioritization of elements of a work programme; recognizing the contributions made by United Nations organizations as well as other IGOs and NGOs and inviting them to provide information to the secretariat on their activities for consideration at the workshop; noting the importance of widely disseminating IPCC information; and requesting the secretariat to provide information on options concerning the establishment of a United Nations Climate Change Day.
8. At its fifteenth session, held with the seventh session of the Conference of the Parties (COP 7) in November of 2001, the SBSTA considered a document that provided an analysis of information and comments received from Parties, IGOs and NGOs (FCCC/SBSTA/2001/6 and add.1) and presented, *inter alia*, proposals and options on integrating Article 6 into the SBSTA work programme. The SBSTA adopted conclusions (FCCC/SBSTA, 2001/8, paras. 42-45) that requested the secretariat—resources permitting—to organize a workshop for which draft terms of reference were provided, and to develop a new, broader web site which could serve as a clearinghouse for Parties. The SBSTA noted the report of the Consultative Group of Experts (CGE) on national communications from NAI Parties, which addressed the issue of improving the support for and reporting of education, training and public awareness and noted the importance of implementing country-driven strategies. Parties recognized the need to disseminate the results of

the Intergovernmental Panel on Climate Change's Third Assessment Report (IPCC TAR), generally, and in popularized versions for the general public.

9. A number of COP 7 decisions, known as the Marrakesh Accords, identify needs relating to the implementation of Article 6 for the advancement of the implementation of the Convention, including:

- (a) Capacity building in developing countries and in countries with economies in transition (2/CP.7);
- (b) Capacity building for the development and transfer of technology, and in particular the establishment or strengthening of training of experts in this area, and the further development of web-based technology information (4/CP.7);
- (c) Implementation of Articles 4.8 and 4.9, which requests the GEF to provide financial resources to developing countries, in particular LDC and SIDS, for a range of activities including undertaking more in-depth public awareness and education activities (5/CP.7 and 6/CP.7); and,
- (d) Guidelines for review under Article 8 of the KP (23/CP.7), which requests the SBSTA to elaborate the characteristics of the relevant training and any other means to ensure the necessary competence of experts for participation in experts review teams.

10. Elements of Article 6, in full or in part, are referred to in other bodies of the Convention, recognizing that it underlies several other commitments. In a broader context, Annex I Parties, in their national communications, have already stressed the role played by education, training and public awareness in their response strategies.

11. In preparation for the secretariat workshop on education, training and public awareness, six Parties, Azerbaijan, Canada, China, Belgium on behalf of the European Community and its member states and the States of the Central Group 11, Turkmenistan and the United States, provided comments to the secretariat on the draft terms of reference (FCCC/SBSTA/2002/Misc.13). According to the comments, specific proposals for discussion at the workshop should consider:

- (a) Outreach activities related to the IPCC Third Assessment Report;
- (b) Funding to support the implementation of Article 6 on the national and regional level and mobilizing of the funding as the guidance to the Globe Environment Facility on Article 6;
- (c) Structure and content of the secretariat's proposed "broader web site;"
- (d) Joint programmes to establish courses, training and programmes on scientific and technical aspects of emission inventories;
- (e) Identification and prioritization of audiences for Article 6 activities (e.g., policymakers, NGOs, the private sector, the public, the media, academia, research institutions, community-based organizations, etc.);
- (f) Institutional and technical capacity to assess public awareness needs; and,
- (g) Lessons learned from UN-sponsored, internationally designated days, such as World Ozone Day and World Environment Day.

12. These submissions propose additional considerations, such as the: developing countries' need for capacity building; use of Internet-based tools for sharing information; coordination of the work already performed by various organizations; and opportunities for youth participation. On the organization of the workshop, some Parties underscored the importance of balancing the

participation of experts, governments, UN bodies, IGOs, and NGOs. One Party suggested that representatives of the private sector be invited.

13. The Consultative Group of Experts (CGE) on national communications from non-Annex I Parties to the United Nations Framework Convention on Climate Change (UNFCCC) held a workshop in April 2002 in Bonn, Germany. During the workshop, participants met in plenary sessions to hear reports from the CGE task groups on a number of issues, including education, training and public awareness. The workshop produced draft recommendations¹, which included the provision of financial and technical support for the following activities:

- (a) Integrating climate change into environmental and sustainable development education initiatives, in both formal and non-formal education systems and at all levels;
- (b) Increasing environmental awareness among stakeholders involved in preparing national sustainable development and environmental plans;
- (c) Increasing the awareness of climate change issues among decision makers involved in preparing national communications; and,
- (d) Providing targeted training to policy and decision makers so that they may appreciate the relevance of climate change to the effective implementation of policies and programmes across all sectors of society.

II. DISCUSSION

14. Governments are directly responsible for only a small proportion of GHGs, therefore they must persuade businesses, communities, and individuals to adjust their activities in order to limit emissions and promote adaptation.

15. In assessing the various aspects of the mitigation of climate change, the WGIII of the IPCC TAR reports several related points, and in particular that “social learning and innovation, and changes in institutional structure could contribute to climate change mitigation”. Recognizing that these innovations frequently meet with resistance, the report notes, “This may be addressed by encouraging greater public participation in the decision-making processes”. It stresses that “imperfect information is widely recognized as a key market failure that can have significant effects on improved energy efficiency, and hence emissions”; noting that “information instruments and information campaigns are already marketing elements in many energy-efficiency programmes”. For industrialized countries, the WGIII recognizes that “future mitigation opportunities lie primarily in removing social and behavioral barriers”, while for developing countries, “they lie in increased access to data and information, financial resources, and training and capacity building”.

16. Climate change mitigation policies will also have an impact on broader socio-economic policies and trends, such as those relating to development, sustainability and equity. As recognized in Article 3.4 of the Convention, “Parties have a right to, and should, promote sustainable development” (Article 3.4). Climate policies can yield ancillary benefits, and non-climate policies may in turn produce climate benefits. Moreover, taking ancillary benefits into account in comprehensive national development strategies can lower political and institutional barriers for climate-specific actions.

¹ FCCC/SBI/2002/INF.2 and FCCC/SBI/2002/INF.3

17. In this context, the work of the Convention is interlinked with many other international organizations sharing the common objective of sustainable development. The Convention recognizes this, authorizing the COP to work with other international organizations, and calling on the secretariat to ensure the necessary coordination. Many governments and NGOs are already working to raise awareness. But the vast number of people and interests that must be influenced call for activities of a much greater magnitude. Governments, NGOs, educators, the media, the entertainment industry, and individuals can all contribute. Activities for education, training and public awareness are of critical importance in building much-needed support for climate policies and measures.

18. In addition to general outreach activities on climate change information, Parties may wish to consider ways to promote information and education on a professional level, such as through highly targeted training of key stakeholders, senior government policymakers from all fields, private sector businesses and NGOs. The goal would be better integration of climate change concerns into all relevant fields of policy development, and with sustainable development issues on a wider scale. Access to information and a better understanding of the economic and sustainable development issues at stake is a key issue in the implementation of the Convention and Kyoto Protocol. Article 6 should be viewed as a critical next step for progress on issues such as capacity building, adaptation, and the Protocol mechanisms.

III. NEXT STEPS

19. The upcoming workshop organized by the secretariat on 2-3 June in Bonn will aim at identifying the priority areas and develop a work programme on Article 6 of the Convention, as called for by the SBSTA at its fifteenth session. While proposals have been made on how to promote the implementation of Article 6, further work is needed by Parties to:

- (a) Prioritize their needs as identified in FCCC/SBSTA/2001/6 and Add.1;
- (b) Identify elements of good practice, information products and mechanisms for information exchange;
- (c) Consider the needs and recommendations from the CGE contained in FCCC/SBI/2001/15 concerning education, training and public awareness; and,
- (d) Better integrate the reporting of Article 6 within their National Communications.

20. The SBSTA also recognizes the potential contribution of UN organizations and IGOs/NGOs. Therefore, the workshop activities will also include: considering information received from UN organizations and IGOs/NGOs on their activities relating to Article 6²; identifying how these organizations could support Parties, particularly non Annex I Parties and Parties with economies in transition, in implementing a work programme at the national level; and, reviewing the role of the secretariat in supporting the work programme, such as, compilation of lessons learned, best practices and information products.

² Ref. Document entitled “Activities of IGOs and NGOs on UNFCCC Article 6 on education, training and public awareness – Analysis based on survey information”.