



OVERVIEW

A photograph of the Earth as seen from space, showing the Western Hemisphere with North and South America visible, set against a black background.

October 2004

A photograph of yellow sand dunes, likely from a desert, filling the lower half of the cover.

UNEP DTIE
OZONACTION
Programme



The Montreal Protocol is “perhaps the most successful environmental agreement” according to Kofi Annan, Secretary-General of the United Nations. While many factors and organisations can be identified to explain why this multilateral environmental agreement (MEA) is succeeding, one of the key reasons for this achievement is certain: **the timely creation of an enabling environment at the national level.**

For more than a decade, ‘Building an enabling environment’ has been the strategic cornerstone of UNEP Division of Technology, Industry and Economic’s (DTIE) OzonAction Programme, which is mandated to assist developing countries and countries with economies in transition to meet their obligations under the Montreal Protocol.

Creating such an enabling environment involves a very modest, but essential, investment from the Multilateral Fund and Global Environment Facility – for example, less than 5% of total Multilateral Fund resources. Using a wide variety of innovative mechanisms and approaches, OzonAction has helped build and backstop the capacity of National Ozone Units (NOUS) and other national stakeholders, resulting in action on the ground. The services include assistance to countries for the preparation of their national action plan for the Montreal Protocol and implementation strategy, known as Country Programmes, followed by awareness raising and information on science, policies and technologies. The Programme provides training for prioritised government and industry stakeholders, regional Networking of NOUs, on-line interactive discussion fora and on-line halon trading. Furthermore, it facilitates “South-South” cooperation and delivers a range of guidebooks and manuals.

This brief Overview presents highlights of the vital work to support national compliance with Montreal Protocol commitments. The booklet is an excellent example of how UNEP DTIE supports the implementation of MEAs and the regionalised approach it uses to tackle global problems by catalysing national actions.

Mrs. Monique Barbut
Director, UNEP DTIE



GENESIS AND STRUCTURE

The Montreal Protocol on Substances that Deplete the Ozone Layer calls on nations around the world to take concrete actions to reduce and eliminate the production and consumption of ozone depleting substances (ODS). Recognising that developing (Article 5) countries require special technical and financial assistance in order to meet their commitments, the Parties to the Protocol established the Multilateral Fund. UNEP, UNDP, UNIDO and the World Bank are the Fund's Implementing Agencies. Global Environmental Facility (GEF) another financial mechanism prioritized support for Countries with Economies in Transitions (CEITs).

Since 1991, the **UNEP Division of Technology, Industry and Economics (DTIE) OzonAction Programme** has strengthened the capacity of governments -- particularly National Ozone Units (NOUs) -- and industry in developing countries and in CEITs to elaborate and enforce the policies required to implement the Protocol and make informed decisions about alternative technologies. This has been accomplished through:

Global Clearinghouse Services and Regional Networks of NOUs that promote the exchange of information, experience and know-how required to meet Montreal Protocol commitments, report data, set and enforce policies, adopt technologies and effectively manage the NOU.

Regional and country-specific support activities that primarily assist low-volume consuming countries (LVCs) which lack major investment projects. National activities include the preparation of Country Programmes (CPs), Refrigerant Management Plans (RMPs), Terminal Phase Out Management Plans (TPMPs), associated Institutional Strengthening (IS) projects and training. Regional activities include training workshops to promote regional co-operation and RMP implementation. In addition, UNEP supports ozone protection activities in Countries with Economies in Transition (CEITs).

Strategic Reorientation for Compliance Assistance : In response to the changing needs and priorities of Article 5 countries during the compliance period, UNEP reoriented its programme strategy and delivery mechanisms in 2002 by transforming its overall work strategy into the **Compliance Assistance Programme (CAP)**. In line with the Executive Committee's strategic planning, the CAP leaves 'business as usual' behind in two significant ways:

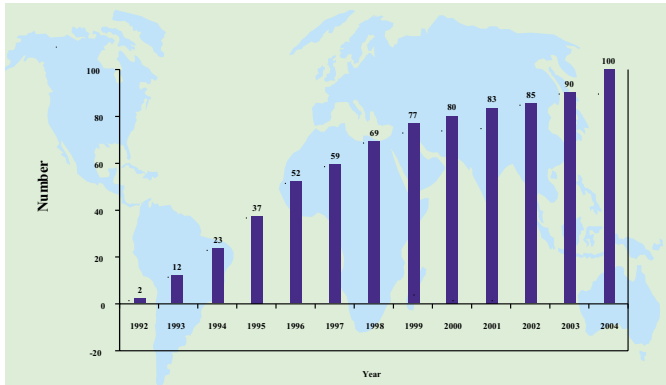
- UNEP has moved from a project management approach to direct implementation, using a team of professionals with appropriate skills and expertise who directly assist countries to support and sustain compliance.
- UNEP has regionalised delivery of projects and services by placing its regional offices at the forefront of project implementation and interaction with the countries. The majority of the CAP team is based in UNEP's regional offices where they work more closely with the countries on an ongoing basis. UNEP believes that this innovative approach may set a trend in supporting compliance with other multilateral environmental agreements.

Resources

Between 1991 and July 2004, OzonAction received more than US\$ 90 million from the Multilateral Fund, GEF and bilateral agencies i.e. from Sweden and Finland. It is now one of the largest regionalized program of UNEP that operates from Paris and its regional offices in Bangkok, Nairobi, Manama, Mexico City.

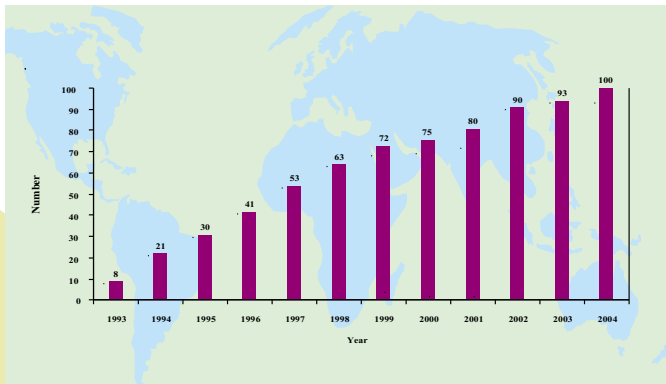
Country Programmes Implemented by UNEP

(Cumulative under MLF & GEF)



Institutional Strengthening Projects Implemented by UNEP

(Cumulative under MLF & GEF)



Partners

To design and deliver its services to developing countries, UNEP collaborates with a number of developed countries. These partners include Austria, Australia, Canada, Czech Republic, the European Commission, France, Finland, Germany, Hungary, Italy, Japan, The Netherlands, New Zealand, Poland, Slovak Republic, Sweden and Switzerland. Finland, Sweden, the Netherlands and Italy have provided bilateral support to UNEP over and above their contribution to the Multilateral Fund to undertake projects in specific countries. UNEP additionally partners with international, regional and national industry and farmer organisations, non-governmental organisations (NGOs) and training institutes in order to achieve its goals.



CLEARINGHOUSE ACTIVITIES

Information Exchange

"...the overall picture...showed that UNEP actively communicates with the users of its information services and adapts the programme continuously to their changing requirements."

- Report on the Extended Desk Study on Clearinghouse Evaluation

One of the strengths of the OzonAction Programme lies in its information exchange services. By maintaining, developing and disseminating current and relevant awareness raising material, training and technical documents, decision-makers are assisted in making informed decisions on policies and investments. Importantly, this support has been provided by UNEP from the beginning to ensure that countries reach and remain in compliance.

An independent review of the clearinghouse function implemented by UNEP under the Multilateral Fund was carried out as part of the Fund's 2001 Monitoring and Evaluation Work Programme. The full report is available at: www.uneptie.org/ozonaction/feedback

To date, the Programme has developed over 200 individual guidebooks, manuals, videos, posters, CD-ROMs and websites. UNEP has widely disseminated these documents, tools and services to NOUs, bilateral organisations and NGOs, as well as the general public. Through the NOUs and various other communications media including Internet and e-mail forums, UNEP outreaches these services to other key national target groups such as industry, industry associations and the general public. Recent examples include:

Electronic Media:

- On-line MultiMedia Collection: a searchable database of over 4000 ozone protection publications and information products.
- Regular e-mail news services (CliO₃, OzoNews and RUMBA).
- Online Halon Trader website www.halontrader.org.
- Technology Inventory www.uneptie.org/ozonaction/supplier.

Documents:

- Nothing to Declare: Good Customs to Save the Ozone Layer training video.
- Ozzy Ozone animated awareness video.

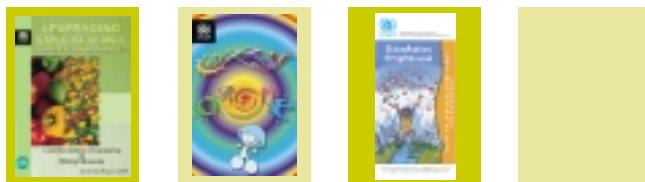
Outreach and Events:

- Open-ended Working Group meeting (13-16 July 2004), Geneva, Switzerland. Exhibit booth, Ozzy Ozone video show in English, French and Spanish, distribution of OzonAction awareness materials and publications.
- 2004 International Children's Conference on the Environment (19-23 July 2004), New London, USA. Launching Ozzy Ozone video for the children, distribution of OzonAction awareness materials.
- International Ozone Day, 16 September 2004, global. www.uneptie.org/ozonaction/ Broadcasting Ozzy Ozone through national television channels in 62 countries and in 18 languages. Ozzy Ozone character was originally created by Government of Barbados. The press conference with UNEP Press release was opened by the Minister of Environment in Barbados to launch Ozzy worldwide.

A query-response service is also provided to persons who have specific technical questions on technology or policies.

Results

During 2004, UNEP disseminated over 35,074 manuals, sourcebooks and guidebooks in workshops and training sessions and responded to almost 336 technical queries and external publication requests.



Examples of recent publications and videos delivered to NOUs and other stakeholders

The clearinghouse has increased public awareness on ozone issues and has responded to specific technical information needs expressed by governments, industry and other stakeholders. UNEP's interventions have supported increased investment and non-investment phase-out activities required for compliance.

NETWORKING

Regional Networking provides a regular, interactive forum for Article 5 countries to exchange experiences, develop skills, and share knowledge and ideas with counterparts from both developing and developed countries. Through regular meetings, e-mail fora and on-going dialogues, networking helps ensure that NOUs have the information, skills and contacts required for managing national ODS phase-out activities successfully.

UNEP currently facilitates the operation of 10 regional/sub-regional Networks involving 147 members from developing countries and countries with economies in transition as well as 14 developed countries and the European Commission.

Innovative Mechanism : Regional Networks Under CAP

- 1 Latin America-South (10 countries, with participation of USA and Canada)
- 2 Latin America-Central (10 countries, with participation of USA and Canada)
- 3 Caribbean (13 countries, with participation of USA and Canada)
- 4 English-speaking Africa (26 countries, with participation of Germany)
- 5 French-speaking Africa (27 countries, with participation of France and Switzerland)
- 6 West Asia (12 countries, with participation of France and Germany)
- 7 South Asia (11 countries, with participation of United Kingdom and Japan)
- 8 Southeast Asia and the Pacific (11 countries, with participation of Australia, New Zealand and Sweden. This Network is funded by the Government of Sweden)
- 9 Pacific Island Countries (14 countries, with participation of Australia, New Zealand and Sweden)
- 10 Europe and Central Asia (11 countries, with participation of Austria, Croatia, Czech Republic, Hungary, Slovak Republic, Sweden and the European Commission).

A latest addition to the networking family, the Regional Ozone Network for Europe and Central Asia is only one year old, but it is already becoming fully operational with three meetings convened and several thematic workshops and other activities underway.



The Network members pledged to help and support each other, in particular those countries facing compliance challenges, through transfer of experience and knowledge, contact group meetings as well as direct and continuous country-to-country assistance.

Eager to share information in their national language, UNEP facilitated a meeting of a group of 8 Portuguese speaking countries on the occasion of 24th meeting of OEWG to assess countries' needs and agree upon networking modalities with support of Portugal, Brazil, UNEP, UNDP and GTZ.



Second Meeting of the Regional Ozone Network for Europe and Central Asia, 25-28 May 2004, Sarajevo – Fojnica, Bosnia and Herzegovina

Results

Networking proved to be an effective tool for advancing the Montreal Protocol implementation in member countries. Highlights of networking activities and recent achievements include:

- Timeliness and accuracy of data reporting has improved significantly in all networks. Four regions namely (West Asia, Latin America/Caribbean, Africa and Europe/Central Asia) have achieved 100% 2002 data reporting. French speaking Africa, English speaking Caribbean and Europe/Central Asia have achieved 100% 2003 data reporting by mid October 2004.
- The cooperation between the African Environmental Journalists Network and the African ODS Network has helped to promote the ozone layer protection issues through media and press in the region.
- Control and monitoring of trade in ODS and ODS containing equipment in South Asia and Pacific has been enhanced by effective collaboration between NOUs and customs authorities.
- A “contact group” approach adopted by the European/Central Asian Network has been tested during the Bishkek Meeting for Russian speaking countries. It has helped countries to team up in an efficient and cost-effective way with a view to solving problems of common concern.
- The preparation of unified legislative guidelines on ODS control and monitoring has been initiated in West Asia for members of the Gulf Cooperation Council.
- Party to the Montreal Protocol to build its capacity to implement the national phase-out plan.



REGIONAL AND NATIONAL SUPPORT

Country Programmes (CPs) - Institutional Strengthening (IS)

CPs and IS projects support the development and implementation of national ODS phase-out strategies, especially for LVCs. UNEP has been assisting developing countries to elaborate their CPs, which describes each country's consumption of ODS, their industry and policy structure and also determines the action plan and national strategy for ODS phase-out.

Administrative and technical assistance is provided through IS projects aimed at strengthening the national institutional infrastructure, through the creation of an NOU. This helps countries to successfully undertake national ODS phase-out activities and implement their CPs in order to achieve compliance. Initially scheduled to last over a 3 year period, the Multilateral Fund provides for IS project renewals should this be required for a country to achieve compliance.

Refrigerant Management Plans (RMPs)

RMPs provide countries with an integrated, cost-effective strategy for ODS phase-out in the refrigeration and air conditioning sectors. To date most RMPs have been approved for LVCs. Once an RMP is prepared and approved, the following elements are required for its implementation:

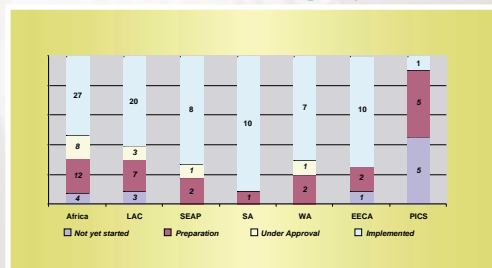
- Establishment of policy instruments, including legislative and regulatory instruments for controlling and monitoring ODS imports/exports and consumption
- Development of economic incentives for promoting the use and consumption of non-ODS refrigerants
- Education and information dissemination
- Training for refrigeration technicians and customs officials
- Recovery and Recycling
- Institutional arrangements to support implementation of the plan

UNEP, in co-operation with bilateral partners (Germany, Canada, Finland, France, Sweden and Poland) and other Implementing Agencies, is currently providing specific expertise, information and guidance to support the development and implementation of RMPs in 60 countries. During implementation, UNEP's role is focused on providing training assistance both at the regional and national levels.

Results

CPs, IS projects and RMPs have helped to bring 115 developing countries including 8 CEITs into the mainstream of ozone layer protection activities and enabled them to strengthen their local expertise in managing and co-ordinating the ODS phase-out. The activities helped the countries to meet the 1999 freeze target and assisted in achieving total phase out in the refrigeration sector .

Import Licensing Systems



For all 140 countries assisted by UNEP as of October 2004



Capacity Building

UNEP develops and provides both regional and national training programmes and training materials to help developing countries meet their phase out commitments. The regional and national training programmes, as well as other capacity building activities, are linked to each other in a complementary fashion to ensure a comprehensive phase out strategy.

UNEP initially began awareness raising activities and workshops over 13 years ago and has acquired considerable experience and expertise in addressing specific needs through workshops and training as follows:

Regional Workshop on control and monitoring of ODS help explain how to develop national ODS licensing systems to ozone and customs officers in the region. These also serve as venues for the countries in the region to exchange experiences and learn from one another on the approach and development of their respective systems as well as the challenges to expect and how address them. This facilitates countries to develop an action plan, including the drafting and approval of ODS legislation.”

Green Customs Initiative

It has been recognized that illegal international trade in commodities such as ozone depleting substances, toxic chemicals, hazardous wastes and endangered species can seriously undermine the effectiveness of multilateral environmental agreements (MEAs) such as the Basel Convention on the Transboundary Movements of Hazardous Wastes and their Disposal, the Convention on International Trade in Endangered Species of Wild Flora and Fauna (CITES), and the Montreal Protocol. In response to this, UNEP (DTIE OzonAction, DEPI, DEC), in close collaboration with other MEA Secretariats (Montreal Protocol, Basel Convention CITES) the World Customs Organization and Interpol has developed the **Green Customs Initiative**. The primary goal of this initiative is to develop a more cost-effective integrated training approach in raising the capacity of customs officials on several MEAs as compared to the current approach of separate training on each individual agreement. The concept of Green Customs used to combat illegal trade in environmentally-sensitive commodities has already been introduced in several of the meetings and workshops held by the partner organizations. Activities will include, in particular: the creation of an integrated training module; the finalization of a "Green customs Manual", the creation of an experienced professional pool of trainers, the development of educational tools such as distance learning techniques and fact-sheets; the strengthening of the web site function as a pivot for coordination, training and information purposes. Regional training workshops will be delivered following the train-the-trainer approach used in UNEP OzonAction's customs training.

National policy development and drafting of ODS legislation (part of an RMP) follows the regional workshop on control and monitoring to help ozone officers inform and consult decision-makers and other stakeholders to ensure both their involvement and support for the implementation of the action plan, including drafting and approval of ODS legislation.

In some regions, **follow-up workshops on enforcement, monitoring and control of ODS** are held within 2 years of the first regional workshops.

Once the licensing system is in place, **National training programmes for customs**

officers (part of an RMP) are initiated. The customs training focuses on the implementation and enforcement of national import/export licensing systems for ODS and how to prevent illegal trade in ODS. UNEP's customs training programmes have raised the awareness of customs and enforcement officers and contributed to the prevention of illegal trade in ODS in Article 5 countries.

National training programmes on good practices in refrigeration (part of an RMP) are held to train refrigeration technicians on good servicing and containment practices and to enable a smooth sectoral transition to non-ODS technologies. Good practice training is implemented as early as possible after approval of the RMP.

National codes of good practices (part of an RMP) help ozone officers, in co-operation with the refrigeration association and other stakeholders, to develop and adopt a code of good practices in refrigeration servicing.

National Recycling & Recovery programmes (part of an RMP) establish a recovery and recycling (R&R) network for CFC refrigerants to reduce the need for virgin refrigerants. R&R programmes are established once licensing systems are operational.

Finally, globalisation and increased liberalisation of economic policies has meant that trade between countries flows more freely. As a result, national trade considerations are increasingly being organised in a regional fashion. **Regional workshops on harmonisation of ODS legislation** are being implemented in order to foster co-operation of customs and enforcement agencies at regional levels, in particular to tackle the problem of illegal trade in ODS.

Results

To date, 11 Regional Workshops on the Implementation of the Montreal Protocol have been organized. Furthermore, 19 Regional and National Training Workshops on Control and Monitoring of ODS Consumption were organized in Article 5 countries. UNEP has also organized 51 National Training Workshops for Customs Officers and 76 National Training Workshops on Good Practices in Refrigeration throughout all regions as part of a comprehensive approach defined in the RMP. An average of 35 participants were trained in each workshop.

Sector specific training: Methyl Bromide

Since the end of 1999, UNEP has assisted 22 individual countries with enabling activities to create national phase out plans, generate public awareness and generally increase country ownership in the phase out of methyl bromide according to the Montreal Protocol phase out schedule. These activities have been carried out globally across countries in Eastern Europe, Africa, Asia, Latin America and the Caribbean, with funding from both the Multilateral Fund and the Global Environment Facility (GEF). In 2003, UNEP and UNDP have jointly developed a GEF project to prepare a total sector phase out in 7 countries of Central Europe and Central Asia. The project should be submitted to GEF Secretariat for CEO endorsement in October 2004. UNEP already implemented project with FAO in bringing Farmer Field School Training in Methyl Bromide soil fumigation alternatives to more countries in Africa and Latin America. UNEP also plans to work together with World Bank to develop the project of MB phase out in South Africa. Capacity Building component of the project will be developed and implemented by UNEP.

LOOKING AHEAD

The focus and orientation of the OzonAction work has always been defined by evolving needs of client countries, as they move further along in their implementation of

the Protocol. In 2005, OzonAction will:

Continue momentum of methyl bromide phase-out

Developing countries would need policy and technical assistance to continue momentum of methyl bromide phase out and redouble the efforts by closing knowledge gaps. Critical use exemption in developed countries should not come in way of the obligations by the developing countries towards the protocol.

Provide support for new Parties

UNEP will pay extra attention to new Parties to help build their capacity for the implementation of the Montreal Protocol.

Help combat illegal trade

UNEP will help improve the control of ODS traffic through the facilitation of intra-regional and inter-regional cooperation of customs and environmental authorities, assistance in introduction of trade regulations and enhanced exchange of information between producing and consuming countries.

Promote greater South-South/North-South cooperation

UNEP will continue encouraging direct cooperation between countries as a cost-effective way to provide technical and policy assistance while at the same time strengthening inter and intra-regional cooperation.

Help tackle the multiplicity of phase-out targets

In 2005, the control measures set out for developing countries for CFC, methyl bromide and halon will become more challenging. NOUs will thus have to put in additional effort to achieve and maintain compliance. The CAP will have a key role to play in explaining these new challenges, helping carve country-specific solutions and remaining responsive to complex technical and policy needs of developing countries.

Assist NOUs with improving/troubleshooting data reporting

UNEP will continue providing support and advice to NOUs to ensure timeliness and enhance accuracy of reported data.

Help overcome political barriers to the implementation of ozone treaties

In some countries, the implementation of the Montreal Protocol as well as other multilateral environmental agreements is slowed down due to limited political support and socio-economic difficulties. The CAP will continue and intensify building up high-level political support for the protection of the ozone layer through, inter alia, involvement of UNEP Regional Directors and integration of the Montreal Protocol objectives in agendas of relevant regional Ministerial processes.

Promote ratification of the Protocol and its Amendments

The regional CAP teams will continue assisting the Ozone Secretariat to work with the remaining developing countries that have not yet ratified, approved or acceded to the Vienna Convention, the Montreal Protocol and its Amendments to encourage them to do so at the earliest

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