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UNEP Major Groups Facilitating Committee

- An Evolving System

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ABSTRACT

This human ecology thesis scrutinizes the Major Groups Facilitating Committee (MGFC) as an evolving system for stakeholder participation in the United Nations Environment Programme (UNEP). Mixed research methods for both quantitative and qualitative data have been used to describe and analyze the context, elements, flows and purpose of the MGFC. The paper presents the role of the MGFC, the history leading up to its establishment and current composition, and existing rules that it needs to comply with. It maps the membership of the MGFC over time from 2008-2013, describes information flows and financial flows in and through the MGFC, and studies how the MGFC Terms of Reference have been met. It further presents compiled suggestions for how to improve the performance of the MGFC, which could be implemented by the newly elected members. The study concludes that the MGFC is an evolving tool for earth system governance, and if used right by dedicated actors it has potential to help bring about global environmental sustainability.

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ACRONYMS

AG	Advisory Group
AG-IEG	Civil Society Advisory Group on International Environmental Governance
AIPP	Asia Indigenous Peoples Pact
B&I	Business and Industry (the Major Group)
C&Y	Children and Youth (the Major Group)
CIEL	Center for International Environmental Law
CNIRD	Caribbean Network for Integrated Rural Development
COICA	Coordinadora e las organisaciones indigenas de la cuenca amazonica
CPR	Committee of Permanent Representatives
CSD	Commission on Sustainable Development
DCPI	UNEP Division of Communication and Public Information
DELC	UNEP Division of Environmental Law and Conventions
DEPI	UNEP Division of Environmental Policy Implementation
DEWA	UNEP Division of Early Warning and Assessment
DRC	UNEP Division of Regional Cooperation
DSA	Daily Subsistence Allowance
DTIE	UNEP Division of Technology, Industry and Economics
ECA	Earth Care Africa
ECOSOC	Economic and Social Council (of UN)
EEG	Emirates Environmental Group
EO	Executive Office (in UNEP)
F	Farmers (the Major Group)
GC	Governing Council
GC/GMEF	Governing Council/Global Ministerial Environment Forum
GCSF	Global Civil Society Forum (name used for the GMGSF until 2009)
GCSSC	Global Civil Society Steering Committee
GMEF	Global Ministerial Environment Forum
GMGSF	Global Major Groups and Stakeholders Forum (previously called GCSF)
GRC	Gulf Research Center
ICCA	International Council of Chemical Associations
ICLEI	Local Governments for Sustainability
ICSU	International Council for Science
IEG	International Environmental Governance
IFAP	International Federation of Agricultural Producers
IFOAM	International Federation of Organic Agriculture Movements
IIN	Indigenous Information Network
IP	Indigenous Peoples (the Major Group)
IPACC	Indigenous People of Africa Coordinating Committee
ISS	Institute for Security Studies
ITUC	International Trade Union Confederation
JPOI	Johannesburg Plan of Implementation
LA	Local Authorities (the Major Group)
LN	League of Nations
LRF	Federation of Swedish Farmers
MG	Major Group
MGFC	Major Groups Facilitating Committee
MGS	Major Groups and Stakeholders
MGSB	Major Groups and Stakeholders Branch
NDM	Niger Delta Movement

NGO	Non-Governmental Organization
nrg4SD	Network of Regional Governments for Sustainable Development
RAIPON	Russian Association of Indigenous Peoples of the North
RCM	Regional Consultation Meeting
ROA	UNEP Regional Office of Africa
ROAP	UNEP Regional Office of Asia and the Pacific
ROE	UNEP Regional Office of Europe
ROLAC	UNEP Regional Office of Latin America and the Caribbean
RONA	UNEP Regional Office of North America
ROWA	UNEP Regional Office of West Asia
RR	Regional Representative
S&T	Science and Technology (the Major Group)
SGB	Secretariat of Governing Bodies (in UNEP)
TIG	TakingITGlobal
ToR	Terms of Reference
TYAC	Tunza Youth Advisory Council
UN	United Nations
UNCED	United Nations Conference on Environment and Development (Rio, 1992)
UNCHE	United Nations Conference on the Human Environment (Stockholm, 1972)
UNCSD	United Nations Conference on Sustainable Development (Rio+20, 2012)
UNEA	United Nations Environment Assembly
UNEP	United Nations Environment Programme
UNGA	United Nations General Assembly
USCIB	United States Council for International Business
W	Women (the Major Group)
WECF	Women in Europe for a Common Future
WOSM	World Organization of the Scout Movement
WSSD	World Summit on Sustainable Development (Johannesburg, 2002)
WTU	Workers and Trade Unions (the Major Group)

1. INTRODUCTION

1.1 Academic Context

Human ecology is the transdisciplinary study of human relations with natural and social environments on various scales in time and space. Some human ecologists engage in earth system science, which seeks to combine different fields of academic study in order to understand how the current, past and future states of the Earth are determined by a complex system of physical, biological, chemical and human interactions. When the Earth as a whole is understood as one closed and integrated system, it is clear that we are all dependent on it, and that our actions or inactions affect our planet (Dyball 2010).

Environmental problems first became widely perceived as global, complex, invisible and life threatening in the 1960s (Beck 2000). Earth system analysts now recognize that the world is moving through a period of extraordinary turbulence, in which global change happens with a faster speed and with greater magnitude than ever before. The earth system is under serious pressure and operates 'well outside the normal state exhibited over the past 500 000 years' (Biermann et al 2009). Much of this change is generated by human activity, and we are living in what some scientists call the 'Anthropocene' epoch, a new geological era that began with the industrial revolution 250 years ago (UNEP 2012a).

In response to the ongoing earth system transformation, humans recognize the need to prevent, mitigate and adapt to global environmental change. Science provides that the earth system has limits that shall not be exceed if we are to stay within planetary boundaries (Rockström et al 2009). A normative goal of human ecology is to find ways for humanity to improve our abilities to execute governance for sustainable development, which could enable us to live in harmony with nature for many generations to come (Dyball 2010). The word 'governance' derives from the Greek word for navigating (Biermann 2010), and multiple institutions, organizations and mechanisms have been created with the aim to steer the world towards environmental sustainability. If the number of earth system governance efforts alone could be a legitimate measure of success, the situation would look impressive. Unfortunately environmental problems are still getting worse, which makes it clear that current governance efforts are both poorly understood and insufficient (UNEP 2012a).

The interface between governance theory and earth system analysis relates to sustainability science and is called 'earth system governance' (Biermann 2007). It is defined as *"The interrelated and increasingly integrated system of formal and informal rules, rule-making systems, and actor-networks at all levels of human societies (from local to global) that are set up to steer societies towards preventing, mitigating, and adapting to global and local environmental change and, in particular, earth system transformation, within the normative context of sustainable development"* (Biermann et al 2009).

Some academics argue that participation of multiple stakeholders in earth system governance can make the system perform better. According to Bäckstrand and Saward (2005), there is consensus on the fact that *"broader participation by non-state actors in multilateral environmental decisions (in varied roles such as agenda setting, campaigning, lobbying, consultation, monitoring, and implementation) enhances the democratic legitimacy of environmental governance."* This thesis is a case study of an existing system for stakeholder participation within one of the major international organizations for earth system governance, the United Nations Environment Programme (UNEP).

1.2 Societal Context

Created as an outcome of the United Nations Conference on the Human Environment (UNCHE) held in Stockholm in 1972, the United Nations Environment Programme (UNEP) is mandated to serve as the environmental anchor organization in the UN system (Ivanova 2005). After four decades of serving people and the planet, UNEP is going through transitional times. As a truly historic milestone in the organization's evolution, the United Nations Conference on Sustainable Development (UNCSD or Rio+20) held in June 2012 created a mandate to strengthen and upgrade UNEP. In paragraph 88 of the Rio+20 outcome document entitled *"The Future We Want"*, member states reaffirmed that UNEP is the *"leading global environmental authority that sets the global environmental agenda, promotes the coherent implementation of the environmental dimension of sustainable development within the United Nations system and serves as an authoritative advocate for the global environment"*.

UNEP's governing body previously had 58 rotating member states, but subparagraph 88 (a) establishes universal membership in UNEP. 88 (b) strengthens UNEP's budget, (c) empowers UNEP to lead United Nations system-wide efforts on the environment, (d) promotes a strong science-policy interface, (e) calls on UNEP to disseminate environmental information and raise public awareness, (f) talks about providing capacity-building and technology access to countries, and (g) consolidates UNEP's headquarter functions in Nairobi. Of particular relevance for this paper is subparagraph 88 (h), which stresses the importance of active participation of civil society and other stakeholders in UNEP. Quoted in full, subparagraph 88 (h) calls on UNEP to *"Ensure the active participation of all relevant stakeholders drawing on best practices and models from relevant multilateral institutions and exploring new mechanisms to promote transparency and the effective engagement of civil society"* (UN 2012).

On 21 December 2012, the United Nations General Assembly (UNGA) in New York adopted the Rio+20 decision on UNEP through resolution 67/213. UNEP thereby got the green light for convening its Governing Council in February 2013 in a new configuration of universal membership, and to use the occasion for further deliberations on how to move from outcome to implementation regarding paragraph 88 from *"The Future We Want"*. In preparation for the Governing Council, the UNEP secretariat developed a background paper entitled *"Elements of UNEP's Institutional Reform"*, which provided a consolidated overview of different options for how paragraph 88 could be interpreted and put into practice. Kenya submitted a *"draft decision on the strengthening and upgrading of the United Nations Environment Programme in the context of paragraph 88 of the Rio+20 outcome document"*. UNEP's subsidiary organ, the Committee of Permanent Representatives (CPR), started drafting some changes to the Rules of Procedure of the UNEP Governing Council. These three draft papers served as a starting point for discussions under agenda item 5 in the Governing Council agenda, *"Follow-up and implementation of the outcomes of United Nations summits and major intergovernmental meetings, including the decisions of the Governing Council"*.

The First Universal Session of the UNEP Governing Council convened in the UNEP headquarters in Nairobi from 18 to 22 February 2013. In order to allow adequate time for deliberations under agenda item 5, a *Working Group on Rules of Procedure and Institutional Arrangements* was established to meet in parallel with other negotiations. The Working Group deliberations resulted in a draft decision being submitted and adopted in plenary. The adopted decision entitled *Implementation of paragraph 88 of the Rio+20 Outcome Document* includes 22 operational paragraphs that introduce a number of significant changes to UNEP's institutional arrangements. It decides that the

governing body of UNEP will convene its sessions in Nairobi every second year, starting in 2014. Regular sessions of the UNEP Governing Council previously took place in Nairobi on odd years, and the change to even years will require restructuring of the usual workflow. Each session will end with a ministerial high-level segment lasting for two days, replacing the Global Ministerial Environment Forum (GMEF) that for the past 14 years have taken place in parallel with the UNEP Governing Councils in the same venue. The GMEF was not a decision-making body, but the new high-level segment will be an integral part of UNEP's governing body and directly involve the world's environment ministers in taking strategic decisions, providing political guidance and setting the global environmental agenda. Paragraph 5 (e) of the decision specifies that the high-level segment will include a multi-stakeholder dialogue. Subject to endorsement by the UN General Assembly, the decision recommends that the UNEP governing body shall be renamed from the Governing Council to the United Nations Environment Assembly (UNEA) of UNEP. Intercessional meetings of the Committee of Permanent Representatives (CPR) will take place in Nairobi between the UNEAs, from now on open to all accredited stakeholders in addition to governments.

Future stakeholder participation in UNEP is mainly discussed in paragraph 7 of the Governing Council decision, which reads as follows:

"*Decides that the governing body will ensure the active participation of all relevant stakeholders, particularly those from developing countries, drawing on best practices and models from relevant multilateral institutions and will explore new mechanisms to promote transparency and the effective engagement of civil society in its work and that of its subsidiary bodies, inter alia by:*

    (a) *Developing by 2014 a process for stakeholder accreditation and participation that builds on the existing rules of procedure and takes into account inclusive modality of CSD and other relevant United Nations bodies;*
    (b) *Establishing by 2014 mechanisms and rules for stakeholders expert input and advice;*
    (c) *Enhancing by 2014 working methods and processes for informed discussions and contributions by all relevant stakeholders towards the intergovernmental decision making process*" (UNEP 2013).

For the past five years, stakeholder participation in policy-design at UNEP has been supported by a Major Groups Facilitating Committee (MGFC) created in February 2008. Its existence and role is governed by a document entitled *Guidelines for Participation of Major Groups and Stakeholders in Policy Design at UNEP*, adopted in its latest version on 26 August 2009. Paragraph 6 of the Guidelines provides that they will be subject to a review after two years, and in 2011 UNEP invited stakeholders to submit suggestions for changes to the Guidelines. Comments received were diverse and no consensus was reached on an updated version. The UNEP secretariat and its stakeholders agreed to hold back with changing the Guidelines until after it was known what changes Rio+20 would bring to UNEP's institutional arrangements, and thereafter engage in a more thorough review of the entire system for stakeholder participation in UNEP, which would be more holistic than a narrow review of the Guidelines. Until then the existing arrangements would remain in function, including the Major Groups Facilitating Committee (MGFC).

In the fall of 2012, all the 18 MGFC seats designated for representatives of nine Major Groups were open for election, and on 15 February 2013 the newly elected MGFC members formally took over from their predecessors. The duration of their mandate is unknown, since it has not been decided whether the MGFC will remain or cease to exist

in the new system for stakeholder participation in UNEP that will be designed in response to the recent Rio+20 and Governing Council decisions. Regardless of what happens to the MGFC in the future, it is of major interest for UNEP, the current MGFC members and future stakeholders to deepen the knowledge of how the MGFC has been structured and functioned over the first five years of its existence, 2008-2013. When designing the future system for stakeholder participation in UNEP, it will be crucial to understand the current system and how it can be improved.

1.3 Aim, Research Questions and Disposition

This thesis aims to rediscover the past and analyze the present of the UNEP Major Groups Facilitating Committee (MGFC) in order to support imagination for the future. The research questions are:

1) How is the MGFC composed and how did it come about?
2) How has the MGFC membership changed over time and how balanced is it?
3) How does information and financial resources flow through the MGFC?
4) How has the MGFC met its Terms of Reference and how could this be improved?
5) Is the MGFC a highly functional system, or has it potential to become one?

The five research questions address the context, elements, flows and purpose of the MGFC and assesses its usefulness a system for stakeholder participation in policy-design at UNEP. The section about context presents the role of the MGFC, the history leading up to its establishment and current composition, and existing rules that it needs to comply with. The section about system elements maps the membership of the MGFC over time from 2008-2013, in terms of individual and organizational distribution of the Major Group seats, including regional and gender balance. The section about system flows describes information flows and financial flows in and through the MGFC, in terms of existing communication channels, amount of e-mail and conference calls, and existing funding. The section about system purpose studies how the MGFC Terms of Reference have been met, and compile and present suggestions from MGFC members, UNEP staff and other Major Groups and Stakeholders on how this could be improved in the future. The final discussion seeks responses to question five by connecting back to the theory section.

2. THEORY

2.1 Thinking in Systems

A system is *"an interconnected set of elements that is coherently organized in a way that achieves something"*. This definition suggests that the internal structure of systems include three kinds of components: elements (parts), interconnections (flows), and functions (purposes) (Meadows 2001).

The elements of a system can be both tangible and intangible and may be divided into sub-elements and sub-sub-elements. In human systems, all actors or players including individuals, offices and teams are examples of system elements. System elements are held together through the second systems component, namely interconnections or flows. Some interconnections are actual physical flows through natural systems, such as flows of water, energy, carbon dioxide or chemicals. It may also be flows of financial resources or information. Information flows play a crucial role in holding social systems

together, since free access to information allows elements to interact and respond to each other, while misinformation or lack of information can result in thwarted action or stagnation. The third systems component may be the least obvious part of a system, but it is important to recognize that all systems have at least one purpose or function even if it is not always expressed explicitly. While many human created systems have stated missions and goals, it is far from certain that the systems actually behave in ways that bring them closer to meeting those goals. In such instances the actual purpose or function of a system may be hidden, and may not be intended by any single actor within the system (Meadows 2001).

This brings us to another important concept in systems theory, namely systems behavior. In order to understand systems and to work successfully with them, it is crucial to grasp the concept that all systems are more than the sum of its parts and that to a large extent they are causing their own behavior. Systems behavior is based on stocks and feedback loops that may be balancing or reinforcing. A stock is the memory of changing elements and flows within a system. Some information that has been flowing through a system in the past is stored, which means that the history of a system affects its future behavior (Meadows 2001). This may be easier to understand if time is not viewed as linear, but rather circular. Compare with the annual growth rings of a tree – if you study a horizontal cross section of a tree trunk, you can explore the history and wealth of a forest. While most systems don't have visible growth rings, new experiences lead to stored information that constantly increases the complexity of the system. If you think of human beings as systems, you are likely to agree that depending on previous experiences, two systems may react in opposite ways to the same outside event. In the same way, larger organizations or social-ecological systems may be triggered to behave differently in reaction to something that happens to them, depending on history and context.

Highly functional systems share three characteristics or properties that create harmony in their functioning: resilience, self-organization, and hierarchy. Resilience makes it possible for a system to persist and survive within an environment that is changing (Meadows 2001). The New Oxford American Dictionary defines resilience as the *"ability to recoil or spring back into shape after bending, stretching, or being compressed"*. This does not simply mean that the system is kept static or constant over time, but rather that it is flexible and adaptive to new circumstances. Resilient systems include a set of feedback loops that learn, create, design and evolve so that they can restore or repair themselves when needed (Gunderson & Holling 2002).

The second characteristic of highly functional systems is self-organization. Systems with a property of self-organization have the ability to structure themselves, to create new structures, to learn, evolve, become more diverse and more complex over time. An example is the evolution of an egg to a chicken to a hen, or the evolution of a human society from a small rural settlement into a town and later a city with millions of inhabitants. Self-organizing into complex forms can arise from organizing rules that are quite simple, but requires room for experimentation and often produces disorder before it finds its functional forms. Unfortunately this important system characteristic is often restricted when humans are seeking short-term productivity and stability. For example, education systems are often kept strictly ordered instead of allowing children to develop and use their individual creativity (Meadows 2001).

Hierarchy refers to the fact that systems are embedded in systems. A bee, for example, is a system, and like every living organism the bee is composed of multiple subsystems called cells. Groups of cells make up parts of the bee such as its heart, its eyes and its wings, which each is a system in itself that performs a particular function inside the bee.

Many bees together organize themselves into a bigger system, a bee's nest, which is part of an ecosystem. In many cases the bees may live in a beehive managed by humans to serve their purposes, and the bees provide ecosystem services as part of a social-ecological system. Every ecosystem and social-ecological system is part of the earth system, which is the most complex, all-encompassing system on top of the systems hierarchy. Hierarchical systems evolve from the bottom up, so that the upper layers of the hierarchy exist to serve the lower layers and their purposes. The earth system thereby supports all life (Meadows 2001).

2.2 UNEP as a System Embedded in Systems

The United Nations Environment Programme (UNEP), whose sub-system the Major Groups Facilitating Committee is studied in this thesis, can be understood as a system embedded in hierarchical systems. This section places UNEP in its context by briefly describing the history, structure and stability of two of those systems – the system of sovereign states and the larger United Nations system.
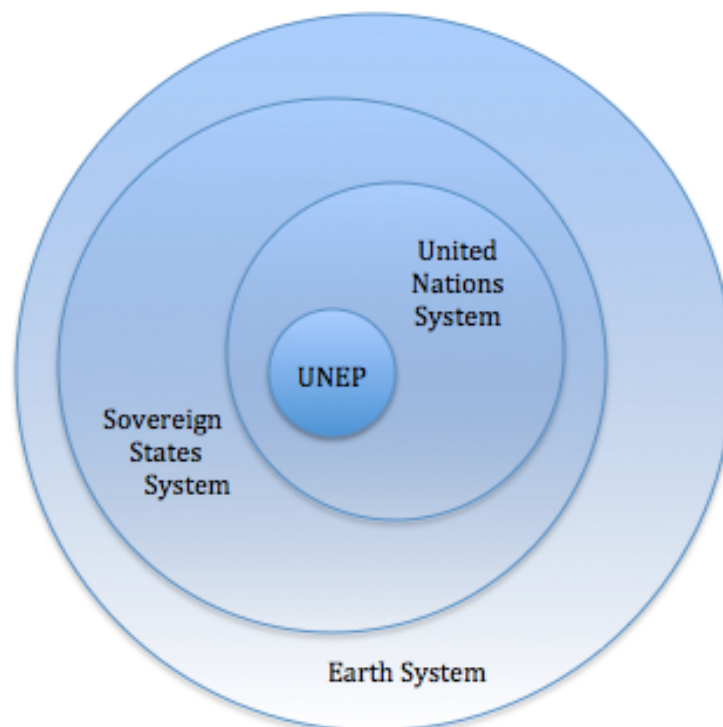
Figure 1. UNEP as a system embedded in systems.

The System of Sovereign States

Humans have created social systems in which individuals are grouped into nations, and nations are governed by states. States have governments, often elected but sometimes imposed. Governments are tasked to exercise sovereignty, which is an attribute that all states have been granted. Compared to the history of the human race, the modern state system is young. State sovereignty has its roots in the 1648 Peace of Westphalia and the Treaty of Utrecht from 1713, where the following principles were agreed to produce order between states in Europe: 1) The principle of state sovereignty and the fundamental right to political self determination, 2) The principle of legal equality between states, and 3) The principle of non-intervention of one state in the internal

affairs of another state. These principles later spread to the rest of the world, when colonies became independent and also turned into sovereign states (Archer 2001).

Within International Relations, three main schools of thought represent different views on the value, stability and continued use of the system of sovereign states. Realism claims that state sovereignty is the only valid way to think about foreign policy and is an unquestioned value for world politics. Liberal institutionalism believes that state sovereignty is a given fact that can be combined with enlightened policies pursued within intergovernmental organizations. Constructivism (or ideationalism) argues that state sovereignty is neither logically necessary nor logically impossible, which means that its definition and content may change over time (Weiss 2009).

The United Nations System

The United Nations was created in 1945 with the purpose to ensure peace and to rebuild Europe after the Second World War. Its predecessor was the League of Nations (LN), an intergovernmental organization founded in the aftermath of the First World War in 1919 with the principal mission "to promote international cooperation and to achieve peace and security". The League of Nations ceased its activities when it became obvious that it had failed to prevent the Second World War, which broke out only two decades after the First World War ended (Laiou et al 1998).

Recognizing the need to replace the League of Nations with a more viable organization, representatives of China, the Soviet Union, the United Kingdom and the United States met at Dumbarton Oaks in the US in August-October 1944, coming up with proposals towards the establishment of the United Nations (UN). In 1945, right at the end of World War II, representatives of 50 countries met in San Francisco to draw up the United Nations Charter, which they all signed on 26 June 1945. Poland was not represented in the conference, but signed the Charter later and became one of the original 51 member states of the UN (Laiou et al 1998).

Over the 67 years since its inception in 1945, the United Nations has become a much more complex and far-reaching system than its founders anticipated in Dumbarton Oaks and San Francisco. As of 2011 when South Sudan joined the organization, the UN has 193 member states (UN 2013a). The principal UN organs currently active are the General Assembly with 193 member states, the Security Council with 15 member states, the Economic and Social Council with 54 member states, the International Court of Justice with 15 judges, and the UN Secretariat (UN 2013b). On 30 June 2011, the UN Secretariat had 43,747 staff members in duty stations around the world (UN 2011). In addition to the principal organs, the UN system includes a large number of subsidiary bodies, related entities and agreements (Weiss 2009).

A distinction can be made between the so-called first versus the second United Nations. The 'first United Nations' is the UN as an arena – a forum where member states convene to design international law and policy through negotiation and decision-making. The 'second United Nations' is the UN as an actor – the secretariats of UN staff who need to follow the mandate and room to act provided by member states through their decisions. Both the first and the second United Nations interact with other actors such as non-governmental organizations, concerned and committed citizens, independent experts, external consultants and other stakeholders who are sometimes referred to as the 'third United Nations' (Weiss 2009).

Many critics of the UN are concerned that the structure of the new system is too similar to the failed League of Nations. Like the LN before it, the UN is a loosely structured association of sovereign nation states, who by default are preoccupied with protecting

their own short-term self-interests, often on the expense of the greater good (Weiss 2009).

2.3 Room to Act in Systems Embedded in Systems

When governance systems are embedded in other governance systems, change is often slow and bureaucratic due to institutions nested in institutions and rules nested in rules. An institution can be defined as *"the sets of working rules that are used to determine (a) who is eligible to make decisions in some arena, (b) what actions are allowed or constrained, (c) what aggregation rules will be used, (d) what procedures must be followed, (e) what information must or must not be provided, and (f) what payoffs will be assigned to individuals dependent on their actions"* (Ostrom 1990).

Central to this definition is the understanding of an institution as a set of rules. Rules are prescriptions that permit, forbid or require a particular action or outcome. Some rules are expressed as formal laws in legislation, court decisions and administrative regulations. Other rules are informal but applied in practice, often because the general system of law has gaps that need to be filled by complementary operational rules. There are also more radical cases in which these informal rules assign rights and duties that are contrary to rights and duties of the formal legal system, which means that a conflict exists between 'de facto' and 'de jure' rules. In systems governed by a 'rule of law', formal and informal rules are closely aligned, and everybody including enforcers is held accountable to these rules. Ostrom's definition of an institution refers to 'working rules', which are the *"rules actually used, monitored and enforced when individuals make choices about the actions they will take"* (Ostrom 1990).

Since different rules are formulated on different levels, actors within certain sub-systems often need to regard rules created on a higher level in the systems hierarchy as static. This does not mean that those rules can never be changed, but in order to change them it is necessary to step out of the sub-system and act on a different level. The level of analysis needs to correspond with possible choices and the room to act that applies to a given context (Ostrom 1990). This insight should not become an excuse to justify mediocre performance at any level. Change makers should focus on achieving the kind of changes that they may succeed to bring about where they are, or move to take action on another appropriate level, either from the inside or as outside campaigners. The difference between a good and a great organization is that great organizations deliver superior performance, make distinctive impact, and achieve lasting endurance. Performance is assessed relative to the organization's mission – a system that meets its desired purpose is performing well. In the business world performance is measured by economic returns or growth, but for the social sector it may be more difficult to measure. For actors within social systems it is important to establish a baseline for great performance and to track the trajectory to know whether there is improvement towards ambitious goals. Those who are not on top of a big organization can turn their little arena into a pocket of greatness, and thereby indirectly inspire change on other levels (Collins 2005).

What urgently needs to change is that in general so far, most actions for sustainable development have been cosmetic, ignorant or thwarted. Cosmetic actions or inaction are caused by lack of true willingness to create change, due to assymmetric power structures and vested interests. Ignorant or wrong actions are caused by lack of understanding, due to incomplete theories and partial truths. Actions get thwarted when there is lack of capacity, due to inadequate institutions, shortage of funding, unskilled human resources or plain poverty. These barriers to appropriate action must

be addressed and turned around. The potential for sustainable development can be unlocked only by actions that are willing, wise and able all at the same time (Gunderson & Holling 2002).

3. RESEARCH METHODS

Both qualitative and quantitative data has been collected for this thesis, and the data sets have been mixed for the analysis, making it a mixed methods research study. Using both types of data provides a more holistic understanding of issues than each of the data sets could give alone. Crosschecking of facts through mixed methods also help to improve the validity and reliability of the results (Cresswell and Plano Clark 2007). Data needed for responses to the research questions has been collected from the following sources:

SYSTEM CONTEXT: *How is the MGFC composed and how did it come about?*
The history of MGFC had not been properly documented, so UNEP's internal archives were used for finding the facts to uncover the story. E-mails sent out from civil.society@unep.org to accredited organizations and other stakeholders provided valuable details, so access to that archive was key. Internal documents saved electronically in shared folders for the UNEP Major Groups and Stakeholders Branch (MGSB) provided additional details, including meeting minutes and non-adopted draft versions of the Guidelines for participation. Interviews with current and former MGSB staff and stakeholders were also useful.

SYSTEM ELEMENTS: *How has the MGFC membership changed over time and how balanced is it?*
The first step for responding to this question was to get a clear overview of everybody that has ever been an MGFC member at any point of time, including their organizations, regions and gender. This was not as easy to map as it may seem, since MGFC members were often exchanged outside the official election dates and the full committee was not always informed. E-mails, meeting minutes and lists of numbers to be called for audio-conferences were needed for developing the list in Annex 1. Despite careful studies it is possible that this list may still include mistakes, and in that case all the figures in section 4.2 need to be revised accordingly. The current list is at least close to complete and should provide an almost accurate description of the situation.

SYSTEM FLOWS: *How does information and financial resources flow through the MGFC?*
Details about information channels and financial resources are known through participatory observation. Information internal to the Major Group of Children & Youth is known in the same way, while the information about other Major Groups has been given through informal discussions or formal interviews. E-mail amounts over time have been calculated from the civil.society@unep.org archive in combination with the author's personal e-mail account. Some e-mail may be missing from these calculations, and numbers should be regarded as an approximate show of general trends.

SYSTEM PURPOSE: *How has the MGFC met its Terms of Reference and how could this be improved?*
Past proceedings of the MGFC are known through participatory observation combined with formal and informal interviews with UNEP staff, MGFC members and other stakeholders. This applies also to recommendations for the future, which have also been compiled from ideas expressed in meeting minutes, evaluation notes, and submissions for the anticipated 2011 Guidelines revision. There could be additional ways for MGFC

to improve on its Terms of Reference, so the presented ideas should not be seen as exclusive, but rather as possible options for the future.

DISCUSSION: *Is the MGFC a highly functional system, or has it potential to become one?*
This section analyses the results related to the theories presented in section 2. Theories included in the literature review for this thesis have been chosen from a wide range of academic books and articles from different fields of research and disciplines. It should be remembered that theories are always thought models that reflect only a fraction of reality and provide partial truths, since human minds are incomplete by default. Combining different theories supports transdisciplinary imagination.

The author of this thesis was a member of the UNEP Major Groups Facilitating Committee from December 2008 to February 2013. Over this period she has participated in around 20 UNEP conferences as global coordinator of the Major Group of Children & Youth and participated actively in more than 15 other UN conferences. She has completed two internships in the UNEP headquarters in Nairobi, three months in 2009 and six months in the Major Groups and Stakeholders Branch (MGSB) in 2012. Participatory observation has thereby been key for developing overall and specialized understanding of the systems scrutinized in this paper, and the close engagement has made it possible to access specific data needed for completion of this research project.

4. RESULTS AND DISCUSSION

4.1 System Context

This section presents the role of the MGFC, the history leading up to its establishment and current composition, and existing rules that it needs to comply with. The research question is: *How is the MGFC composed and how did it come about?*

The Major Groups Facilitating Committee (MGFC) is a sub-system created by UNEP for liaison with its Major Groups and Stakeholders Branch (MGSB). MGFC is not a decision-making body, but is set up to facilitate stakeholder participation in policy design at UNEP. The Major Groups and Stakeholders Branch works with the mandate to achieve *"Increased participation of Major Groups and Stakeholders in UNEP's work at policy and programmatic level to enhance strategic partnerships for environmental sustainability"* (UNEP 2012b). Before the MGSB was created in 2004, UNEP had a Civil Society and NGOs Unit that acted on a similar mandate (UNEP 2004).
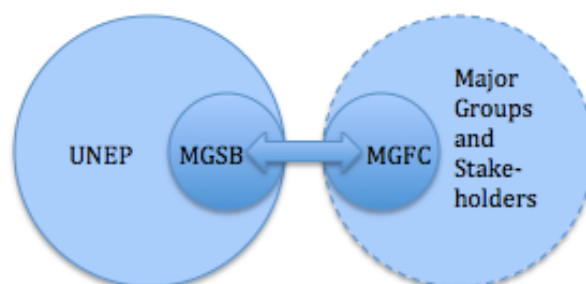

Figure 2. MGSB and MGFC linking UNEP with its Major Groups and Stakeholders.

The Major Groups and Stakeholders Branch (MGSB) is located within the Division of Regional Cooperation (DRC) in the UNEP headquarters in Nairobi in Kenya. DRC is one of UNEP's six divisions, with the others being the Division of Environmental Law and Conventions (DELC), Division of Technology, Industry and Economics (DTIE), Division of Early Warning and Assessment (DEWA), Division of Environmental Policy Implementation (DEPI), and Division of Communications and Public Information (DCPI). The central component of UNEP's internal headquarter structure is the Executive Office (EO), which is sometimes counted as a seventh division. UNEP also has six regional offices: ROA for Africa located in Nairobi, ROAP for Asia and the Pacific located in Bangkok, ROLAC for Latin America and the Caribbean in Panama City, RONA for North America in Washington DC, ROWA for West Asia in Manama, and ROE for Europe in Geneva (UNEP 2012c).

The United Nations Charter, which UNEP needs to follow, formally recognizes three categories of legitimate participants in the UN: 1) representatives of nations, 2) representatives of international organizations, and 3) representatives of accredited non-governmental organizations (NGOs). Article 71 of the UN Charter supports consultative arrangements to be formed between NGOs and the UN through one of its principal organs, the Economic and Social Council (ECOSOC) (UN 1945). In line with the UN Charter, the Rules of Procedure of the UNEP Governing Council specify that environmental non-governmental organizations with international scope may be granted observer status with UNEP:

> *"XIII. Observers of International Non-Governmental Organizations*
>
> *Rule 69*
>
> *1. International non-governmental organizations having an interest in the field of the environments, referred to in section IV, paragraph 5, of General Assembly resolution 2997 (XXVII), may designate representatives to sit as observers at public meetings of the Governing Council and its subsidiary organs, if any. The Governing Council shall from time to time adopt and revise when necessary a list of such organizations. Up the invitation of the President of Chairman, as the case may be, and subject to the approval of the Governing Council or of the subsidiary organ concerned, international non-governmental organizations may make oral statements on matters within the scope of their activities.*
>
> *2. Written statements provided by international non-governmental organization referred to in paragraph I above, related to items on the agenda of the Governing Council or of its subsidiary organs, shall be circulated by the secretariat to members of the Governing Council of the subsidiary organ concerned in the quantities and in the languages in which the statements were made available to the secretariat for distribution."* (UNEP 1988).

UNEP has set up a process for how to apply for observer status, or accreditation as it is also called. Organizations that wish to be considered need to submit a range of documents to MGSB, who does a first screening and sends off a recommendation to the Secretariat of Governing Bodies (SGB) in UNEP's Executive Office. SGB does a second screening and approves or rejects the organization based on the criteria expressed in Rule 69.

There is no universally agreed standard definition of what a non-governmental organization is, which means that the exact range of organizations that may be eligible to participate in the UN and UNEP is subject to interpretation. *Agenda 21*, the global plan

of action for sustainable development adopted at UNCED (the Rio Earth Summit) in 1992, expanded the meaning of legitimate actors in the UN system. UNCED recognized that actors beyond nation-states shape global realities, and that all parts of society need to be involved in bringing about sustainable development. Agenda 21 introduced the concept of nine Major Groups and stated that *"Any policies, definitions or rules affecting access to and participation by non-governmental organizations in the work of United Nations institutions or agencies associated with the implementation of Agenda 21 must apply equally to all major groups."* (Agenda 21 paragraph 23.3). The subsequent chapters identify the nine Major Groups that should all be involved, including Women (W), Children and Youth (C&Y), Indigenous People and their Communities (IP), Non-governmental Organizations (NGO), Local Authorities (LA), Workers and Trade Unions (WTU), Business and Industry (B&I), the Scientific and Technological Community (S&T), and Farmers (F). Major Groups thereby include actors and stakeholders from civil society, the private sector and local government (UN 1992). In line with the UN Charter, only those major groups and stakeholders that organize themselves through non-governmental organizations are eligible to apply for accreditation with the UN and/or UNEP.

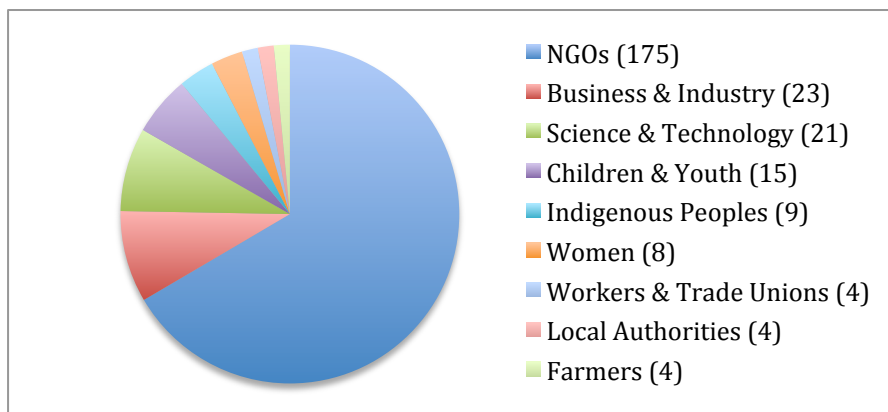By August 2012, UNEP had 264 accredited organizations, divided as follows into the nine Major Groups:

Figure 3. UNEP accredited organizations per Major Group.

Figure 3 shows that almost exactly two thirds of the UNEP accredited organizations fall under the Major Group of NGOs. This is the general default category in which organizations are placed if they are not specifically targeting or entirely composed of stakeholders from one of the other categories.

Members of the Major Groups Facilitating Committee (MGFC) must belong to UNEP accredited organizations. The MGFC membership currently composes 18 representatives of the nine Major Groups (two seats each) as full members, and 12 Regional Representatives (RR) as observers. This composition is determined by the latest version of the *Guidelines for Participation of Major Groups and Stakeholders in Policy Design at UNEP*, dated 26 August 2009.

Figure 4. Composition of the Major Groups Facilitating Committee (MGFC).

History of MGFC

In 1999, UNEP created a Civil Society and NGOs Unit that later became the Major Groups and Stakeholder Branch. The first achievement of the new unit was to organize a Global Civil Society Forum (GCSF), a two-day multi-stakeholder conference held right before the UNEP Governing Council/Global Ministerial Environment Forum (GC/GMEF) in the same venue. The GCSF that became an annual practice changed names to the Global Major Groups and Stakeholders Forum (GMGSF) in 2010.
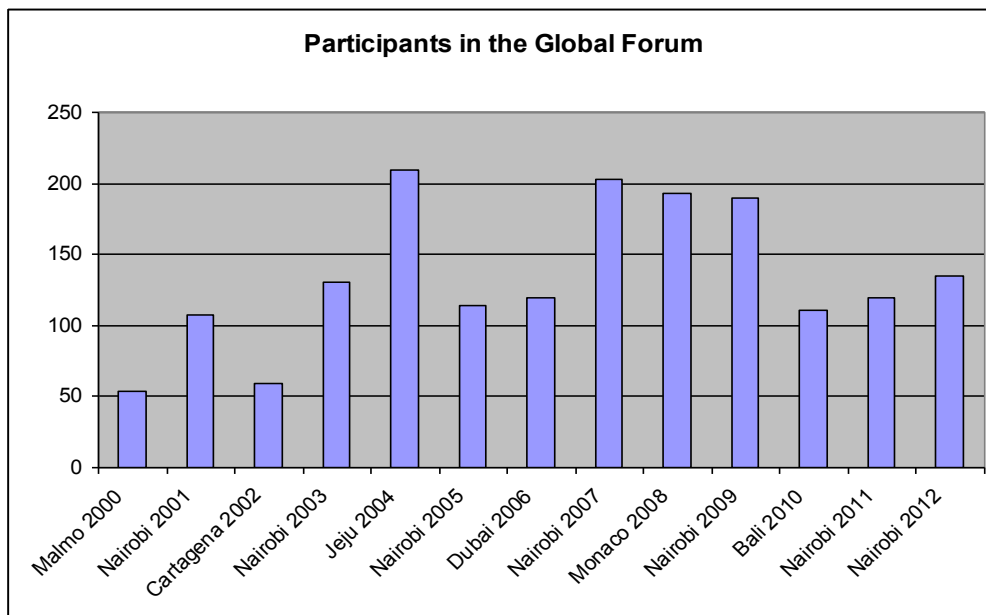

Figure 5. Global Forums (GCSF or GMGSF) organized annually since 2000.

The UNEP GC/GMEF endorsed the Global Forum in 2002, requesting that the *"Executive Director continue the current practice of convening a civil society forum that is regionally*

balanced and representative in conjunction with the meetings of the Governing Council/Global Ministerial Environment Forum in close consultation with civil society" (UNEP 2002). In order to achieve more balanced engagement of stakeholders from all regions, the Civil Society and NGOs Unit decided to complement the GCSF with six Regional Consultation Meetings (RCMs). From 2003 onwards, the six regional offices receive funding from UNEP headquarters to organize civil society meetings in their respective regions in preparation for GC/GMEF. Each RCM elects two Regional Representatives (RRs) who are invited to the Global Forum and GC/GMEF as funded participants. These 12 annually elected RRs are today observers of the MGFC. In the fall of 2006, UNEP brought together the 12 RRs into a Global Civil Society Steering Committee (GCSSC) tasked to prepare a global multi-stakeholder statement for the 2007 GC/GMEF. This global committee is the predecessor of the MGFC.

In conjunction with GC/GMEF in 2007, the GCSSC and MGSB initiated a process to formalize and improve participation practices in UNEP through a set of guidelines. The first draft suggested that UNEP would stay in touch with civil society through a 'Global Facilitation Committee'. It was no longer called a steering committee, since it would be a consultative advisory body without any decision-making powers, facilitating the involvement of others but not representing or speaking on behalf of civil society. The document put forward alternative scenarios for how such a committee could be composed based on regional representation, nine Major Groups or issue expertise. The nine Major Groups model for participation was applied in the UN Commission on Sustainable Development (CSD), where some GCSSC members used to participate. In 2004 UNEP's Civil Society and NGOs Unit had changed names to the Major Groups and Stakeholders Branch (MGSB). The central part of the name change had been to upgrade the unit to a branch, but now the reference to Major Groups in the name was used as an argument for UNEP to also emphasize MG balance. The MGSB chief was convinced to travel to New York with the mission to experience how the MG system was applied in CSD. He liked what he saw and supported that idea from the draft guidelines. Many stakeholders liked the regional representation system and did not want to loose it, so the final guidelines include a compromise. MGSB wrote in an April 2008 e-mail to accredited organizations: *"The Committee is made up, like before, of 12 Regional Representatives (2 from each of the 6 regions). Nine (9) Major Groups representatives have now been added according to these new guidelines".*

The first MGFC had 9+12 members. Consultations in 2009 concluded that each MG needed two representatives who could collaborate with each other, and MGFC expanded to 18+12 members. Since 30 people are a lot, it became a bit cumbersome for UNEP to work with such a large committee. MGSB gradually focused more on the 18 people in Major Group seats, and the RR observers were often left out or forgotten. This met strong criticism in the 2011 Guidelines review. Since then MGSB takes care to involve the RRs a bit more again through separate conference calls, but they are still merely observers while MG representatives are the full MGFC members.

4.2 System Elements

This section maps the membership of the MGFC over time from 2008-2013, in terms of individual and organizational distribution of the Major Group seats, including regional and gender balance. The research question is: *How has the MGFC membership changed over time and how balanced is it?*

Between February 2008 and February 2013, a total of 40 individuals from 26 different organizations have been members of the MGFC at some point in time. This refers to the nine and later 18 Major Group (MG) seats, and observers (RRs) are not included in the below assessments. MG seats in the MGFC have been filled through elections held at four different occasions:

	Election objective	When was this?
1	Fill 9 seats, one for each Major Group.	During fall 2007, in preparation for the GC/GMEF in Monaco 2008.
2	Fill 9 additional seats, to join the original 9 in an expanded MGFC.	Elected members took office between 1 November 2009 and the GC/GMEF in Nairobi in February 2010.
3	Replacing/re-electing the members in the original 9 seats since mandates had expired.	Around 31 August 2010, though some MG processes were delayed until just before GC/GMEF in February 2011.
4	Replacing/re-electing all 18 MGFC members, since all mandates had expired a while ago.	Elections were postponed until after Rio+20, and finally took place during the fall of 2012. Official handover was on 15 February 2013.

In addition to the four official election times, many individual MGFC members have been exchanged at different points in time. Of the 40 people that have been members at some point, 25 % left the MGFC before their mandate formally expired. The Guidelines do not specify what should happen in such cases, but in practice another individual from the same organization replaced the person in most cases. The following figure shows how many individuals from how many different organizations have represented each MG in the MGFC between 2008-2013 (see list of acronyms for full MG names):
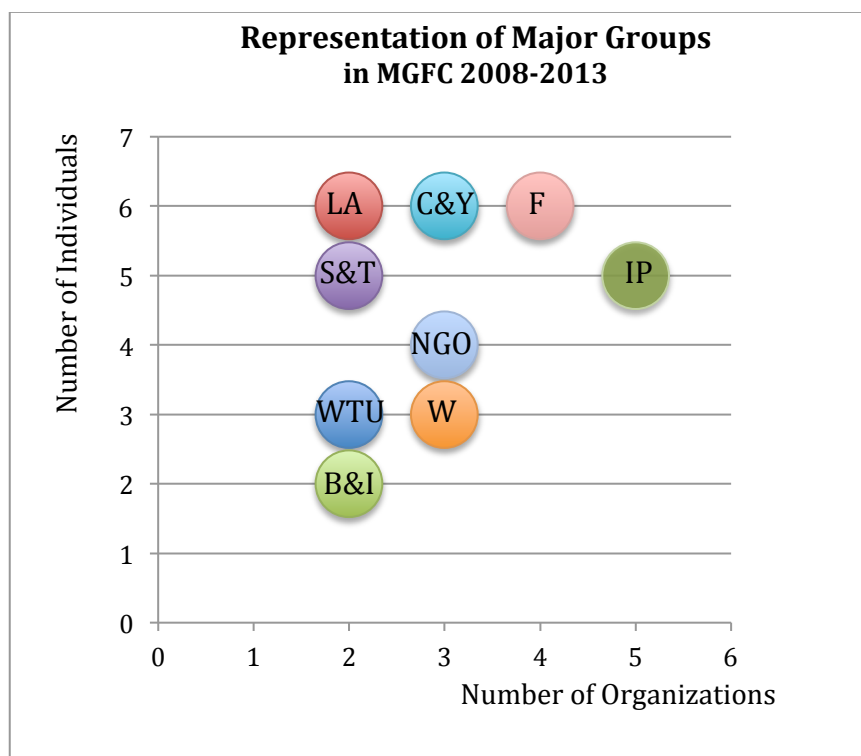

Figure 6. Representation of Major Groups in MGFC 2008-2013.

The next table provides an overview of the 26 organizations that have filled the MGFC seats and for how long (full names in list of acronyms):

MAJOR GROUP	1st election	2nd election	3rd election	4th election
Women	* WECF		*	*
(W)		* ECA		* NDM
Children & Youth	* TUNZA		*	* WOSM
(C&Y)		* TUNZA		* TIG
Indigenous Peoples	* RAIPON		* AIPP	* IIN
(IP)		* IPACC		* COICA
Non-Governmental Orgs	* CIEL		*	*
(NGO)		* ISS		* EEG
Local Authorities	* ICLEI		*	*
(LA)		* nrg4SD		*
Workers & Trade Unions	* ITUC		*	*
(WTU)		* ITUC Africa		*
Business & Industry	* ICCA		*	*
(B&I)		* USCIB		*
Science & Technology	* ICSU		*	*
(S&T)		* GRC		*
Farmers	* IFAP	*	* IFOAM	*
(F)		* LRF	(vacant)	* CNIRD

Figure 7. Organizations in MGFC over time.

The stars (*) mark when the seats were open for formal elections. As the table shows, half of the organizations (13 of 26) have been re-elected for at least two formal mandates in a row, sometimes represented by the same individual as before or otherwise by someone else. The six organizations marked with dark blue have served their respective Major Group through three mandates, and the seven purple have been elected twice. The remaining 13 organizations, marked with light blue in the table, have been elected for one mandate without re-election so far.

Four Major Groups (LA, WTU, B&I, S&T) have been represented by the same two organizations throughout the entire time of the MGFC's existence. Workers and Trade Unions are in fact represented by one single organization (ITUC) in both seats, although the international office holds one of the seats and the African branch holds the other. ITUC represents 175 million workers in 153 countries and territories, is democratically structured and recognized by all trade unions worldwide as their legitimate voice on the global level. In the 2012 elections ITUC sought to rotate the African seat to its Latin American branch, but no candidate with good enough English language skills could be found.

Children & Youth also used to be represented by the same organization (Tunza) in both seats. This changed in 2012 when MGSB decided to strengthen the criteria that MGFC members must belong to UNEP accredited organizations. Tunza is the name of UNEP's long-term strategy on the engagement and involvement of young people in environmental issues. UNEP implements the strategy with the help of a Tunza Youth Advisory Council (TYAC), composing two youth from each region elected biannually in the UNEP Tunza International Youth Conference. TYAC used to elect among themselves who would represent them in MGFC, but now accredited C&Y organizations nominate and vote for MGFC representatives.

The Farmers organization IFAP was re-elected for a second mandate in August 2010, but the 60-year-old organization was liquidated in November the same year. This caused some turbulence in the Farmers MG. Through a special assessment of the Farmers constituency and elections facilitated by the UNEP secretariat, IFOAM was chosen to take over IFAP's seat and its representative came on board just on time for the GC/GMEF 2011. This incident still caused one of the Farmers seats to be vacant until the 2012 elections.

Indigenous Peoples is the only MG that has never been represented by the same organization for longer than one mandate. This does not mean that IPs are less organized on the global level than other MGs, but the constituency has many active organizations in different regions that are equally qualified. The Major Group of Indigenous Peoples keeps a flat structure by rotating their representation. Women decided for the same reason to elect not only two but four MG coordinators in the 2012 elections, although only two can formally be members of the MGFC. While one official seat for Women has rotated, the same individual has filled the other seat throughout the history of MGFC. She is the only current MGFC member who was a member already of the GCSSC back in 2006, and has been acting MGFC chair and later co-chair since February 2010.

One of the NGO seats has been held by the organization CIEL throughout the history of MGFC. The first NGO representative was re-elected for a second mandate in 2010. In the 2012 elections there were seven candidates from seven different NGOs. The person who got elected from CIEL is a different individual from the previous representative, so it may be by chance that the same organization got elected. Two voting rounds were necessary for the elected candidate to get a majority of votes from the NGOs that voted. The voting turnout was low with only about 25 NGOs voting in each round, despite e-mail reminders to vote. Some NGOs heavily involved in UNEP did not cast a vote, and the reasons for the low turnout could be interesting to study.

Regional and Gender Balance
Paragraph 29(d) of the *Guidelines for Participation* states that *"to the extent feasible, all efforts will be made to ensure regional, gender, and Major Groups balance in the composition of the MGFC"*. Out of the 40 individuals that have been members of the MGFC at some point, 21 are female and 19 are male, distributed as follows over the nine Major Groups:
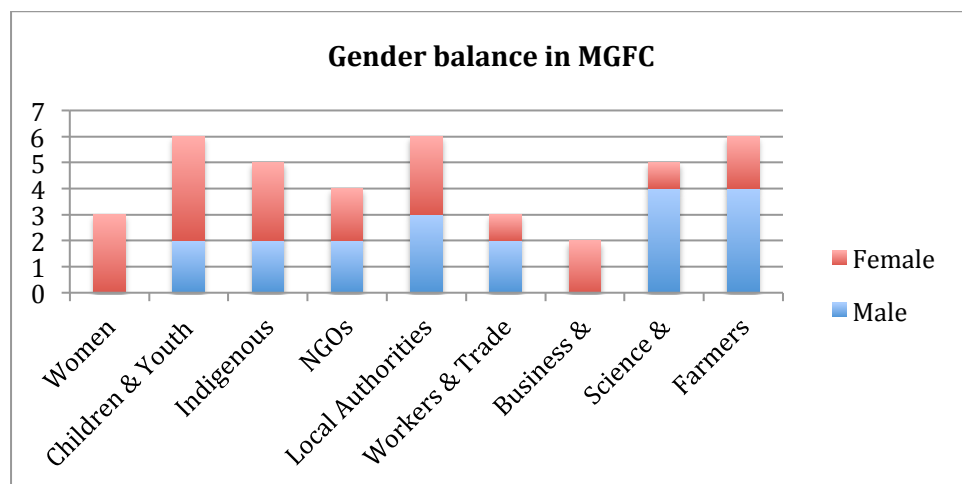

Figure 8. Number of individuals of each gender representing the MGs 2008-2013.

Figure 8 shows how many male versus female candidates have been elected to take office, but it does not reflect the duration of mandates. The same applies to the figures showing regional balance below. Figure 9 assesses the regional balance in MGFC in three different ways. Blue shows how many of the nine Major Groups that have been represented by at least one person from the respective region in the MGFC at some point in time. Red shows the number of individuals from each region (regardless of MG) having been MGFC members. Green shows the same in terms of organizations headquartered in each region. In all cases Europe ranks highest and Asia Pacific lowest.
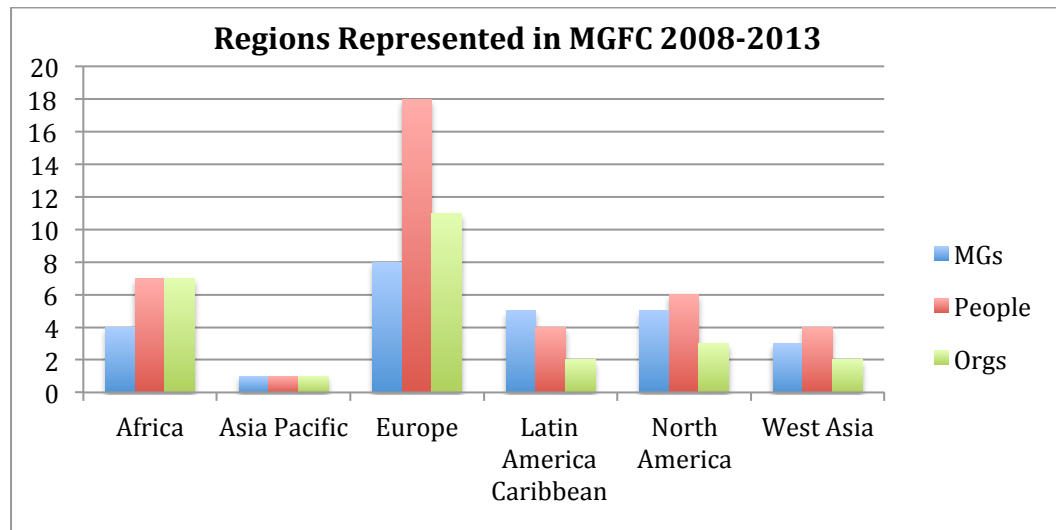

Figure 9. Number of MGs, people and organizations in MGFC 2008-2013.

The two pie charts below show regional balance in terms of organizational headquarters and individual membership expressed in percentage. There is a difference between the two charts because individuals are not always based in the same region as the organization they represent. For example, six individuals have represented C&Y throughout the years, and none of them were based in the same region as their organization. Africa ranks higher in figure 10 because four C&Y representatives came from the Tunza network, whose support office is part of the UNEP headquarters in Nairobi. These individuals came from North America, Europe, Latin America and the Caribbean, and West Asia and are shown as such in figure 11.
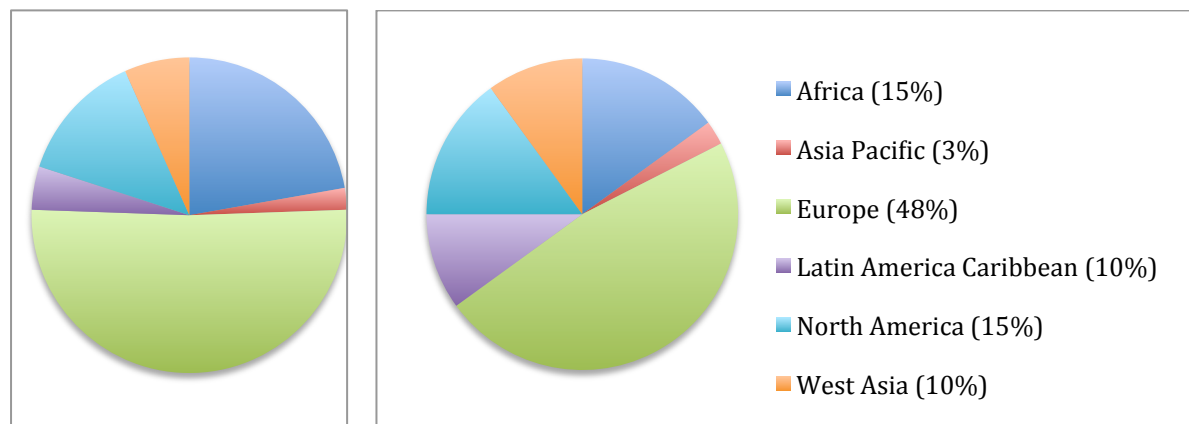

Figure 10 (left). MGFC organizations 2008-2013 headquartered in each region.

Figure 11 (right). MGFC individuals from each region 2008-2013.

The next two charts specify regional balance for each Major Group over time in terms of MGFC representation. While MGs that elect their own coordinators cannot be obliged to take responsibility for regional balance in MGFC as a whole, they could theoretically choose to rotate their own representation between regions. Figure 12 and 13 show that Indigenous Peoples are closest to do this, followed by Children & Youth. Individuals and organizations from four of the six UNEP regions have represented IPs, and C&Y have been represented by individuals from four regions and organizations from three. Local Authorities have always been represented by Europeans, despite being represented by a high number of individuals compared to other MGs (recall figure 6).

It has not been measured here whether MGs with low regional balance in MGFC are still good at global outreach and involvement of constituencies from all regions. Many MGs are represented by global organizations that consult and interact with people from all over the world on a daily basis.
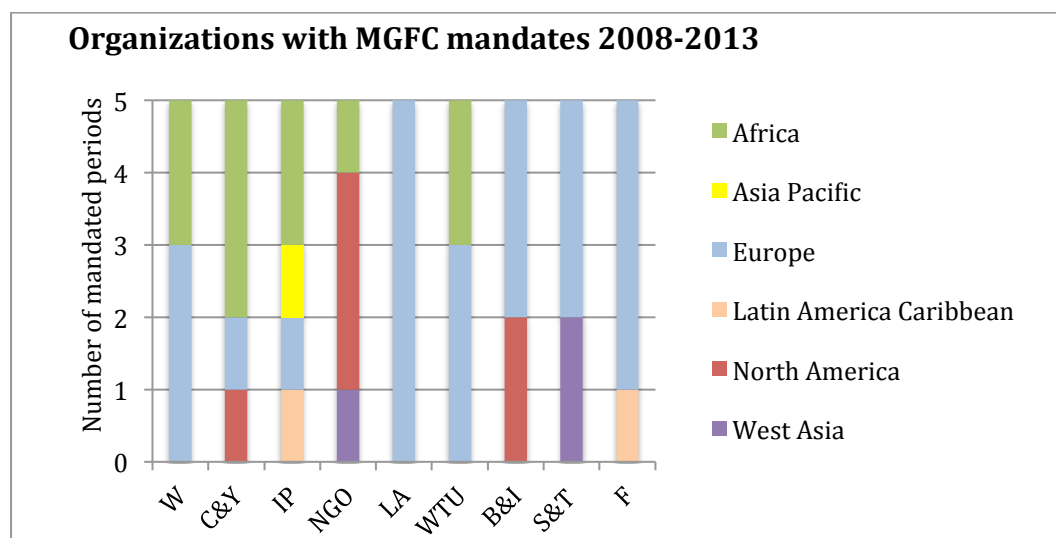

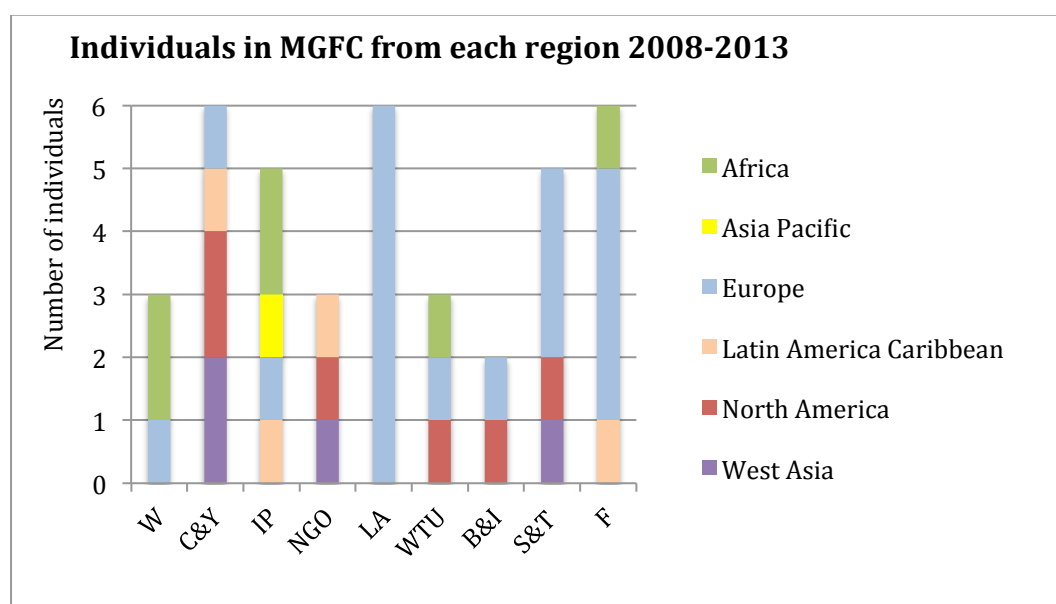Figure 12. Number of MG seats filled by organizations headquartered in each region.

Figure 13. Number of individuals from each region representing the MGs 2008-2013.

4.3 System Flows

This section describes information flows and financial flows in and through the MGFC, in terms of existing communication channels, amount of e-mail and conference calls, and existing funding. The research question is: *How does information and financial resources flow through the MGFC?*

Information Flows

The following figure shows some of the information flows between MGFC and related systems. Information flows between MGFC and MGSB are strong but could still increase. Communication between MGFC and UNEP offices other than the MGSB is limited, and although it happens on an ad-hoc basis, it is usually the role of MGSB to communicate messages from Major Groups and Stakeholders to the rest of UNEP. MGSB also communicates directly with all accredited organizations and with some other MGS, but in many cases sends information only to MGFC and expects them to communicate it further.
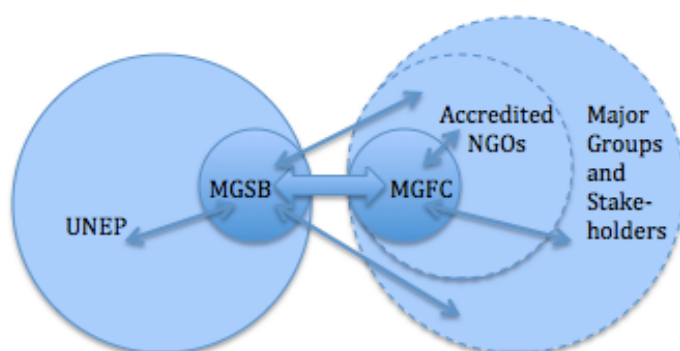

Figure 14. Information flows between MGFC and other systems.

In-person meetings between MGFC and MGSB take place every year in the MGFC Annual Meeting held on the day before the Global Forum and in GC/GMEF. Informal meetings are sometimes organized at other times of the year if a significant number of MGFC members and MGSB staff happen to attend the same conference. Audio conferences complemented by e-mail conversations are otherwise the main information channels between MGFC members and with MGSB. Audio conferences (1-2 hours) are usually held monthly or bi-monthly, though there have been some longer breaks. 4pm Nairobi time is standard since that hour has proven to work well in most regions. MGFC members used to be called in to the audio conferences via UNEP's regional office in Geneva, but there were often problems to connect and quite a lot of frustration with the audio conference system has been expressed over the years. In 2012 some audio conferences were instead held via the online tool WebEx.

E-mail is crucial for MGFC. The figure below shows information flows in MGFC in terms of e-mail amounts over time. E-mail flows fluctuate a lot and do not follow a fixed pattern, but traffic tends to go up when MGFC has a concrete task to complete as a group. In July 2009 there were zero e-mails (minimum) while in the same month one year later there were 122 (maximum). The peak in July 2010 can be explained by the upcoming MGFC elections in August combined with intense discussions about how the Civil Society Advisory Group on International Environmental Governance (see section

4.4) would be composed. A few MGFC members sent most messages while others did not catch up with the flows when they were as most intense. In some regions constant e-mail access is a luxury and puts a limit to who can be an effective MGFC member. A continuous problem throughout the history of MGFC is the use of a large number of individual e-mail addresses and incidents of people being left out when someone forgot to copy them. A joint e-mail list for reaching all members at once could easily be created for the new MGFC and spare them of many problems.
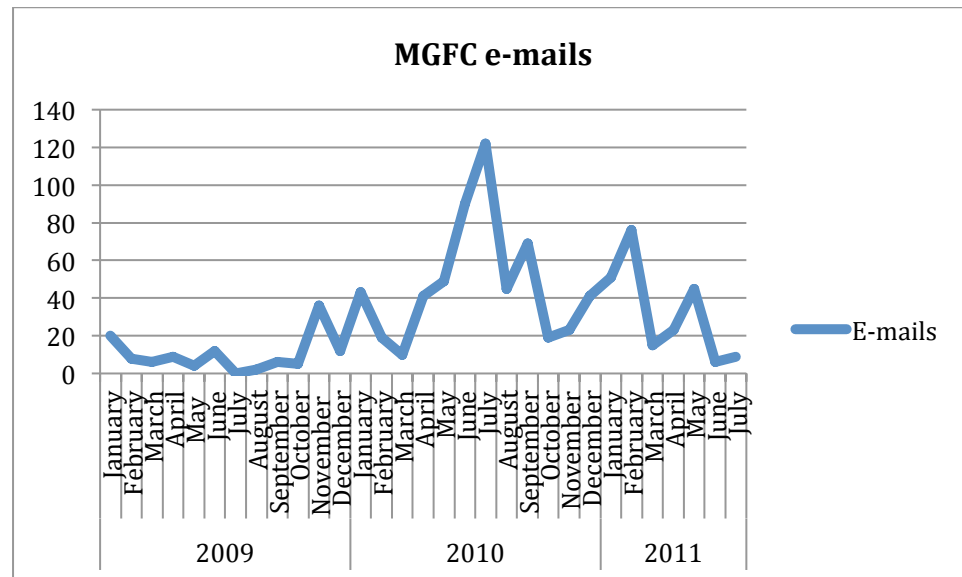
Figure 15. Amount of MGFC e-mail over time.

Key to the MGFC mandate is the role to provide information to wider Major Group constituencies. In order to do this better, many MGFC members have created information channels for the MGs they coordinate. Examples of this are Google groups, Facebook pages and groups, twitter accounts and other social media. Some MGs have internal conference calls facilitated by their MGFC representatives. Not all MGs have effective information channels in place, so this should be a top priority for new MGFC members to ensure.

Financial flows in MGFC

There is no budget as such for the MGFC. Its members are joining on a voluntary basis, although some are employed by the organizations they represent and may conduct tasks during work hours. The UNEP Major Groups and Stakeholders Branch (MGSB) has a budget granted annually from UNEP, which is in turn funded by member states. MGSB also engages in fundraising and often gets external grants. A significant part of the budget is used for running the MGSB office, but 62 percent is used for organizing meetings and conferences, including the Global Forum, Regional Consultation Meetings (through funds transfer to regional offices) and global consultations with MGS.

MGSB Budget 2012

Consultants	$ 80 921
Travel on official business	$ 96 187
Subcontracts	$ 147 474
Meetings / conferences	$ 659 371
Group training	$ 60 000
Miscellaneous	$ 18 901
TOTAL	**$ 1 062 854**

MGFC members are invited to UNEP conferences as funded participants. In line with UN standards their air tickets or equivalent are paid, and in addition they receive a stipend called Daily Subsistence Allowance (DSA). DSA is calculated centrally in the UN and is meant to cover accommodation and other living costs in the meeting location. The amount differs between cities, and for Nairobi 2013 it is USD 300 per day. This is a generous amount so most MGFC members spend less on conference related expenses and are free to keep the rest. This means that MGFC members are paid for their work even if it is not explicit. Some MGFC members bring back remaining DSA to their organizations, use it to support participation of others from their MG in GC/GMEF, or save it to attend other non-funded UN meetings relevant to their mandate, but most keep it for personal use.

4.4 System Purpose

This section studies how the MGFC Terms of Reference (ToR) have been met, and compiles and presents suggestions from MGFC members, UNEP staff and other Major Groups and Stakeholders on how this could be improved in the future. The research question is: *How has the MGFC met its Terms of Reference and how could this be improved?*

MGFC is tasked to work with the UNEP Major Groups and Stakeholders Branch (MGSB) to ensure a successful annual Global Major Groups and Stakeholders Forum (GMGSF) cycle, including collaboration with UNEP regional offices for the six Regional Consultation Meetings (RCMs). In the capacity of Major Group (MG) coordinators, MGFC members are expected to facilitate the process for their respective MG to participate, ensure that they have access to information and are able to provide meaningful substantive contributions to policy-design in preparation for and during the UNEP Governing Council/Global Ministerial Environment Forum (GC/GMEF).

The *Guidelines for Participation of Major Groups and Stakeholders in Policy Design at UNEP* outline the Terms of Reference (ToR) for MGFC in paragraph 37-40. The table below summarizes how each subparagraph of the ToR has been implemented in past years and how this could be done better.

MGFC Terms of Reference	
How is this done?	**How could this be done better?**
"Having established the MGFC, commitment to the process by its members must be made at a minimum over a two-year period to ensure consistency, along with development of a detailed plan of action on how to work to integrate each Major Group into the UNEP GC/GMEF. This entails securing the resources for this person and reasonable operating costs (along with the necessary fundraising for this)" (Guidelines, paragraph 37)	
Most MGFC members stay more than two years and many get re-elected. Some drop out earlier, but it is better that inactive members get replaced than if they remain and take up seats without being active. Action plans have not been developed, and MGFC members have not fundraised for	MGFC members should develop detailed plans of action on how to improve the internal structure of their MGs for better involvement with UNEP. This would increase legitimacy and transparency of MGs, help new MGFC members to clarify their role, and MG constituencies could

operating costs. Some are employed by UNEP accredited organizations and perform MGFC tasks at work, while others volunteer their free time.	hold representatives accountable against the plans. Securing funding to turn MGFC mandates into fulltime positions would give MG coordinators time to achieve more.
"Provide and develop logistics and process understanding so the Major Groups will be able to maximize their presence under the aegis of the rules of engagement and procedure that the UN and UNEP have set up." (38a)	
During GC/GMEF, experienced MGFC members and MGSB provide process updates in daily morning meetings for all MGs. Written engagement guides are available on the UNEP civil society website. Some MGs have own introduction meetings for new participants. Newcomers still find it difficult to get an overview and fully understand processes. Experienced participants are often too busy to fully train others during GC. Some could only engage meaningfully in their second or third GC/GMEF.	Make process training a key component of the MGFC mandate – both receiving and giving. UNEP could provide training for trainers, since it is key that all MGFC members themselves are fully aware of working rules, understand the process and feel comfortable sharing knowledge with others. MG coordinators could produce targeted participation guides for their respective MGs to be widely circulated. Process training should be emphasized during GMGSF to make new participants well prepared before GC/GMEF starts.
"Provide guidance and find expertise to develop policy positions representing the best from the Major Group constituencies relevant to the agenda points of the UNEP GC/GMEF." (38b)	
MGFC members not experts on GC/GMEF themes learn about topics to be able to develop policy positions. MGSB supports this learning process by providing background reading and preparation meetings. In 2010, when a central agenda point was International Environmental Governance (IEG), MGFC created a Civil Society Advisory Group on IEG (AG-IEG) composing 30 people (15 full members and 15 alternates) from 9 MGs and 6 regions elected based on IEG expertise. Many AG-IEG members had not been involved in UNEP previously and lacked adequate guidance from MGFC on process and mandate. The group developed a policy paper on IEG as an official information document for GC/GMEF.	The AG-IEG was an interesting experiment. MGFC could create similar expertise mechanisms with regional and MG balance for future policy topics in UNEP, building on lessons learnt from AG-IEG. Next time such bodies are created, MGFC should develop clear Terms of Reference for the group beforehand, provide proper introduction and guide the process so that the AG itself can focus on substance. It will be important to clarify whether all policy positions put forward by the group need to be agreed with consensus, or whether it should be a platform for expressing diverse viewpoints and show a wide range of ideas and concerns. In addition to producing policy documents, AGs could spread issue knowledge by training other MGS.
"As the UNEP GC and GMEF are policy meetings, and the work of the Major Groups in this context is of that nature, the agendas of all the meetings, regional and central, will be that of the UNEP GC or GMEF." (38c)	
For most meetings, MGSB prepares a first draft agenda and invites MGFC to comment until a final version is agreed by consensus. UNEP regional offices prepare RCM agendas and sometimes accept feedback from regional MGFC members. Agendas are usually well aligned with GC/GMEF themes. Agendas tend to become more packed after incorporating	Substantive presentations on relevant policy topics are good, but discussion time should not be underestimated. MGFC could think of new meeting formats and agenda structures to make meetings more useful. Civil society movements and community-based organizations have developed interactive meeting methods, non-formal education and position-building exercises

feedback since all commentators want their own issues covered by speakers from their own MG. Evaluations often show that participants would prefer less presentation time and more time for interaction.	that could inspire. Coffee breaks allow useful informal interactions. Seating arrangements and outdoor activities make a difference. In addition to substantive GC/GMEF preparations, process training is important.
"The agenda of the GMGSF including the choice of keynote speakers, and the names of the sponsored participants to the GMGSF will be decided by consensus between the UNEP Secretariat and the MGFC." (38d)	
Sponsored participation is usually limited to MGFC, Regional Representatives elected in RCMs, and a few keynote speakers if funding allows. Suggestions for speakers tend to focus on people already well known in the context of UNEP, and MG coordinators try to reserve enough speaking slots for their own MG.	Experienced keynote speakers well up to date with UNEP processes are useful, but this could be combined with some more outside-the-box thinking. Inviting speakers who would otherwise not attend could bring in fresh perspectives and expand UNEP's MGS system to new audiences in the environmental movement.
"Maximize the participation of representatives of its Major Group worldwide in the UNEP GC/GMEF and its related meetings." (39a)	
MG coordinators use different methods to make their MGs aware of upcoming UNEP meetings and mobilize attendance. Most disseminate information from UNEP to constituencies on available list-serves and respond to questions from potential participants. Some use social media. MGS respond with interest to outreach but few can afford to travel to meetings. Many also lack UNEP accreditation.	MGFC members could reach out more widely and proactively to encourage more participation. All could use more social media tools for mobilization and put more energy into maximizing active and well-informed participation of new and returning groups. MGFC could encourage UNEP accreditation, provide fundraising advice for travels and improve opportunities for remote participation.
"Promote a good representation of the Major Group at the regional meeting, and ensure that the participants have received the necessary information relating to the agenda beforehand." (39b)	
UNEP's regional offices are in charge of organizing RCMs and inviting participants. Most MGFC members get invited to participate in their home region's RCM, and RRs elected there become MGFC observers. Some RRs stay involved throughout the year and assist the organization of next year's RCM, though many are not in touch after GC/GMEF. MGFC has limited overview of what happens in the six RCMs.	Stronger links could be developed between MGFC and UNEP regional offices, both directly and through RRs. MG coordinators should be up to date with RCM preparations in all regions and inform their regional constituencies about participation opportunities. Application processes should be open and transparent. Terms of Reference for RRs could be developed to formalize expectations of their active support of next year's RCM.
"Facilitate the involvement of Major Group members with specific issue knowledge in UNEP related work, both in local, national and regional contexts as well as at UNEP GC and the UNEP GMEF." (39c)	
Regarding involvement of MGS with issue knowledge on global and regional levels, see 38b above and 39e below. On the local and national levels, very little UNEP related work is carried out. Governments prepare positions before coming to GC/GMEF and negotiators are instructed	If MGS really want to influence policy outcomes of GC/GMEF, work has to start on local and national levels. MGFC could keep an overview of government positions, assess where lobby meetings could make a difference, and encourage knowledgeable MGS in concerned countries to meet their

from capitals, but few MGS have contact with their delegations at home.	governments at home for feedback on their UNEP positions.
"Foster balanced representation on the basis of gender, focus and region." (39d)	
MGSB keeps some data on gender balance and regional participation in meetings. Statistics show good or acceptable balance in most meetings. Balance within each MG varies.	MGFC should continue promoting balanced representation, both overall and within their respective MGs. Translations into languages other than English could improve regional balance.
"Mobilize knowledgeable representatives of the Major Groups to participate in the UNEP GC and/or UNEP GMEF." (39e)	
See 39a on mobilization in general. Expertise related to agenda topics is not the main deciding factor for MGS attendance in GC/GMEF, but presence depends on who can afford to come. Some years ago most MG messages to UNEP meetings were improvised on the spot, but in recent years more MGs prepare policy positions in advance. RCMs and global consultations are helpful for increasing knowledge related to GC/GMEF themes among MGS.	When GC/GMEF themes are announced, MGFC members could make targeted outreach to groups within their constituencies not previously involved in UNEP but working on relevant topics. Inclusive and well-facilitated online processes could encourage new groups to add to MG policy positions. MG coordinators could seek central funding to bring constructive contributors to GC/GMEF, or advise issue groups on fundraising.
"Assist participating Major Group members in having access to information related to the agenda for the UNEP meetings and in participating fully in the GC/GMEF and its related meetings, and in having free and unfettered access to delegates" (39f)	
MGSB usually forwards the GMGSF agenda, background documents and GC/GMEF information to accredited organizations as it becomes available. Many participating MGS receive the information late or not at all since one-time accredited groups are not on the main e-mail list. Newcomers often get overwhelmed and find it difficult to identify the most important documents when information is vast. MGS are sometimes invited to comment on draft documents, but often with very tight deadlines that do not allow thorough consultations. Some interaction happens between MGS and governments, but this could be developed further.	MGFC should ensure that relevant information reaches the right people in an organized manner. Key documents could be identified and circulated early, both to physical participants and to wider constituencies to enable remote participation. A clear overview and explanation of available information should be provided. GMGSF could include training on how to use UNEP's paper smart system for access to in-session documents. MGFC could build stronger relationships with negotiators. Government delegates could attend GMGSF for better understanding of policy positions. MGFC could organize bilateral meetings between MGS and governments.
"Provide general information, training and capacity building on UNEP processes in line with the expressed visions, goals and targets as found in the Bali Plan of Action" (39g)	
See 38a above. The *Bali Strategic Plan for Technology Support* adopted in GC 2005 emphasizes the need for capacity building. Most MGFC members are aware of its existence, but it has not been formally introduced to MGFC. Some members conduct training and capacity building for their MGs, but many end their mandates without such activities.	As suggested in regard to 38a, training and capacity building of MGS could become a more central MGFC responsibility. All members should receive training on the content of UNEP's Bali Plan of Action and be expected to help implement it. MGFC could organize workshops for all newcomers in meetings and targeted capacity building webinars for their MGs.

"Generate broad media interest as well as ongoing educational programmes around the world" (39h)	
Media coverage of GC/GMEF and other UNEP meetings is low and seldom generated by MGFC. Local newspapers or NGO magazines interviewed a few MGFC members when taking up their mandate, and some RCMs have been covered by host country television, but this is exceptional. MGFC as such has not run ongoing educational programmes.	MGFC could send press releases to local, national, regional and global media outlets for earned media coverage of UNEP meetings, MGS activities and positions. Many other UN conferences gain a lot of media coverage through campaign oriented civil society organizations that organize visual actions and media stunts. This could be encouraged also in UNEP.
"Maintain a web-based information hub, issue based list-serves, as well as general informational sites" (39i)	
MGSB hosts a website with information for MGS (www.unep.org/civil-society/), created in 2004 and launched in a new format in 2012. MGSB sought ideas from MGFC for updating the website, but very few members sent any input at all. Some MG coordinators have created a general listserv and social media for their MG. Most information is in English only. C&Y recently created seven issue-specific working groups corresponding with the subprogrammes that will be UNEP's strategic focus 2014-2017: climate change, disasters and conflicts, ecosystem management, environmental governance, chemicals and waste, resource efficiency, and environment under review.	MGFC should take more responsibility to ensure that relevant information channels are in place and well maintained. MG coordinators could be responsible for updating their MG page on UNEP's civil society website. Websites, e-mails and online information should be available in more UN languages. All MGs should make use of general e-mail list-serves to facilitate communication both within and across MGs. More MGs could establish issue-specific working groups and create information channels to facilitate interaction. Each working group could establish connections with issue-specific UNEP offices outside MGSB and could input on their topic to the MG position paper.
"Disseminate issue-based information from the Major Groups and Stakeholders focusing on these issues, to others not directly involved in those issue-networks" (39j)	
In 2012 MGSB created the publication series Perspectives, in which MGS working on relevant issues can publish comprehensive articles. Some MGFC members have written articles, promoted the opportunity and disseminated published Perspectives issues. A few MG coordinators have created Facebook groups where members can share information to others on issues they are working on.	MGFC could keep promoting and contributing to the Perspectives series and collaborate with MGSB in making it a success. Issues could be disseminated widely beyond UNEP's MGS networks, including to governments and other UN bodies. More MGs could use Facebook and other social media to facilitate exchanges between different issue-networks. Additional tools such as newsletters, online forums and blogs could be used.
"Coordinate the work of the Major Groups policy papers" (39k)	
Regional MGS statements are developed in RCMs, compiled by UNEP and circulated to governments as an unedited information document for GC/GMEF. One year MGSB launched an online forum envisioning that the nine MGs would use it to develop their own policy papers, but the initiative failed since most MGFC members did not use it and deadlines were not kept. In recent	MG coordinators should see it as key to deliver a policy paper from their respective MG relevant to GC/GMEF themes. The process for developing policy papers should be inclusive and transparent with wide involvement of accredited organizations and MGS from all regions. Collaborative online tools are useful for crowdsourcing content and prioritizing

years a few MG coordinators have coordinated online processes for their MGs to contribute to policy papers. These are not circulated to governments.	among messages. Offline workshops could bridge the digital divide. MG coordinators more experienced in facilitating such processes could train MGFC colleagues.
"Foster the participation of organizations of their Major Group at the six regional meetings" (40a)	
See 39b. The MG concept is applied less on regional levels compared to global, so there is no guarantee that all MGs are represented in all regions. Few MGFC members keep track of in which RCMs their MG is represented and by which organizations. MG balance among elected RRs is often low.	MGFC could work with regional offices to ensure balanced participation of all MGs in all RCMs. MG coordinators could develop databases of active MG organizations in each region and encourage their participation. Regional bodies with members from all MGs could be set up to collaborate with UNEP regional offices.
"In regions where their Major Group is underrepresented, help to identify and involve emerging or newly established Major Group organizations in the regional meetings" (40b)	
See 40a. While in a few cases MGFC members have encouraged new MG organizations to get involved in regional UNEP processes, this does not happen systematically.	MGFC could collaborate with existing regional MG organizations to identify and involve new organizations and form regional MG networks. RRs could support all nine MGs in their regions.
"Promote inter-regional exchange and coordination of inputs within their Major Group" (40c)	
Most MGs involve people from all regions who interact in global meetings and online, but coordination of input to RCMs is limited.	MG coordinators could keep track of who from their MG will participate in each RCM, put them in touch and encourage joint preparations.
"Facilitate the integration of regional concerns into the Major Groups policy statements" (40d)	
MGs may deliver oral policy statement in GC/GMEF plenaries and ministerial roundtables upon invitation of the chair. Those present in MG meetings during GC/GMEF usually decide the content of these statements, based on the MG position paper if there is one. Regional MGS statements are sometimes used for inspiration, but there is no guarantee that MGFC members read RCM statements.	MGFC could make better use of RCM statements. Before coming to GC/GMEF, MG coordinators could go through all six RCM statements, identify differences and convergences, and compile key messages that their respective MG could possibly agree with. If the wider MG constituency agrees, these messages could be included in the MG position paper and in oral policy statements.
"Actively participate in identification of skilled or specialized presenters or facilitators at meetings" (40e)	
See 38d. MGFC suggestions for presenters are sometimes used. Professional facilitators identified by MGSB have run some GMGSFs.	MGFC could keep a database of willing, wise and able resource persons who could be invited to facilitate meetings or give presentations on relevant topics.

All ideas for the future expressed in the right column of the table will need to be translated into new realities that are soon to be implemented in UNEP's institutional arrangements. This includes for example the possible name change from GC/GMEF to the United Nations Environment Assembly of UNEP (see section 1.2).

4.5 Discussion

This final section discusses the research findings in section 4.1 to 4.4 by connecting back to the theory section. It assesses the current and possible future usefulness of MGFC as a system for stakeholder participation in policy-design at UNEP. The research question is: *Is the MGFC a highly functional system, or has it potential to become one?*

As explained in the introduction (section 1.2), UNEP and its system for stakeholder participation are going through transitional times. The Rio+20 conference in 2012 followed by the Governing Council in 2013 mandated changes to UNEP's institutional arrangements that will obviously affect all its sub-systems, including the Major Groups Facilitating Committee (MGFC). Exactly how MGFC will be affected remains unknown, and this provides uncertainty but also a unique window of opportunity. Rio+20 called on the strengthened and upgraded UNEP to *"Ensure the active participation of all relevant stakeholders drawing on best practices and models from relevant multilateral institutions and exploring new mechanisms to promote transparency and the effective engagement of civil society".* UNEP could use this as an opportunity to become a model organization within its hierarchical system, the UN system, in terms of stakeholder participation. By serving as a good example for other UN agencies to follow, UNEP could inspire positive change to improve stakeholder participation throughout the entire UN system.

As outlined in the theory section, highly functional systems share three characteristics that create harmony in their functioning: resilience, self-organization, and hierarchy. Section 4.1 to 4.4 described and analyzed the context and structure of MGFC as a system. While MGFC is not a perfect system, research findings show that its elements, flows and performance have all self-organized and evolved gradually into greater complexity over the past five years. If MGFC is allowed to stay in existence, chances are good that its evolution may continue in favorable directions. This does not mean that MGFC should be kept static and unchanged, but experimentation with new ideas, structures and compositions could be supported and tried out in coming Global Forum cycles. Instead of abolishing the MGFC for replacing it with a completely new system, it may be wise for UNEP and its stakeholders to build on the system that is there. If MGFC is given a chance to test its resilience, degree of flexibility and capacity to adapt in response to new needs and circumstances, the system may gain new experiences that enable it to thrive and evolve into greater complexity and increased usefulness.

Subsystems are more likely to become highly functional if hierarchical systems fully support them. MGFC is embedded in UNEP, and the UNEP Major Groups and Stakeholders Branch (MGSB) has been fully loyal and supportive throughout the history of MGFC. However, not everybody inside UNEP shares the view that multi-stakeholder participation in policy design at UNEP is important. Some research that could measure and explain different attitudes to stakeholder participation in UNEP would be useful. According to Gunderson and Holling (see section 2.1), effective implementation of policies for sustainable development requires willingness, capacity and understanding. This applies also to policies that promote active participation of Major Groups and Stakeholders in intergovernmental processes. In this regard it could be helpful if MGSB together with stakeholders could organize workshops and trainings for UNEP colleagues from all divisions, with the aim to increase knowledge about possible benefits of multi-stakeholder participation, willingness to collaborate with MGFC, and UNEP-wide capacity to do so. In order to increase the support for stakeholder participation in what

Weiss calls the 'first United Nations', similar briefings could be organized also for government negotiators. UNEP could also support the MGFC and its stakeholders by adopting an information disclosure policy and developing other formal rules that support effective engagement.

For new MGFC members it will be important to understand that no single individual can control the entire system, but that every member has a great responsibility to contribute with devotion to make the MGFC and the wider system for stakeholder participation in UNEP highly functional. It will be important to never loose track of the ultimate purpose of the MGFC, which is to contribute to sustainable development through the following purpose chain:

Figure 16. Purpose chain for the Major Groups Facilitating Committee (MGFC).

New mechanisms that make it easier to track and assess the performance of MGFC relative to its mission would be beneficial. As Collins argues (see 2.3), this could encourage MGFC to stay on the path of becoming a great organization that delivers superior performance, makes distinctive impact, and achieves lasting endurance.

MGFC members are not only responsible for improving the performance of MGFC as a whole, but perhaps even more importantly they have great opportunities to improve the respective Major Groups that they are coordinating. MG coordinators should do all what they can to turn their MG into a pocket of greatness that serves as a positive example for others and inspires change elsewhere. Each MG could become a highly functional system in itself, if MGFC members serve their constituencies well, mobilize new actors to get involved and train them for increased willingness, capacity and understanding. The internal governance of MGs could be improved for increased accountability, legitimacy and transparency. Ensuring that the right information channels are in place is key, and fundraising could give each MG more room to act independently from UNEP's goodwill. Major Groups active in UNEP could collaborate and integrate with MGs active in other UN forums, to coordinate messages across the UN system and influence decisions further. MGs could improve multi-level governance for sustainable development by taking coordinated action on different geographical levels, and they could make constant and conscious efforts to improve regional and gender balance. MGs could form issue-specific working groups, and increase their capacity to make full use of available collaborative online tools to provide rapid responses. Since the intercessional negotiations in the UNEP Committee of Permanent Representatives (CPR) will from now on be open to stakeholder observers, MGs may also consider establishing physical presence in Nairobi to be able to participate actively in all UNEP meetings.

The nine Major Groups are constructed categories that may not cover all relevant stakeholders, actors and perspectives. In the future participation system in UNEP, the Major Groups concept could be used to guarantee minimum participation, but not be a means to limit participation exclusively to those nine groups. More flexible structures could be explored for new and additional groups to make their unique voices heard. It would also be useful to experiment with effective ways for all MGs to engage in co-

production of knowledge trough merging perspectives. Joint messages agreed by all stakeholders could be easier for governments to take on board, though this needs to be done in ways that can keep messages strong and not limited to the lowest common denominator.

MGFC is also nested in systems outside UNEP. Many Major Groups and Stakeholders are interested in UNEP but not accredited to participate. The environmental movement of civil society partly overlaps with UNEP accredited organizations and MGFC members, but many parts of the movement are never in touch with UNEP directly. This may be because they are not aware of processes and possibilities to be involved, or by choice since they are critical to the UN system and prefer to act for change from the outside or in other contexts. In either case UNEP would benefit from understanding the perspectives of those groups, get inspired and seek common grounds, since they share the ultimate goal of global environmental sustainability. MGFC could play an important role in bridging the gap between global environmental governance organizations and the grassroots.
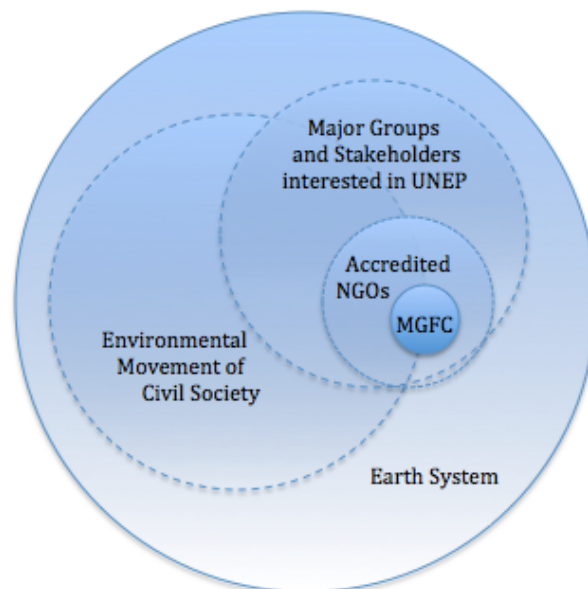

Figure 17. MGFC embedded in systems outside UNEP.

5. CONCLUSIONS

The UNEP Major Groups Facilitating Committee is an evolving system embedded in systems. The ongoing restructuring of UNEP and its system for stakeholder participation provides unique opportunities to not only improve the performance of MGFC on existing Terms of Reference, but to revise the composition and role of MGFC as a whole. It is possible that MGFC may cease to exist in its current format, but any new structure would benefit from building upon the current system and making use of what has proven to work increasingly better in the past. Newly elected MGFC members should do all what they can to turn both the MGFC and their own respective Major Groups into pockets of greatness that can serve as positive examples and inspire change in other systems. MGFC is an evolving tool for earth system governance, and if used right by dedicated actors that are willing, wise and able, it has potential to help UNEP bring about global environmental sustainability.

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APPENDIX

Appendix 1. MGFC members 2008-2013

MGFC members 2008-2013					
Major Group	Region	Org	Sex	Individual	Election
1	W	ROE	WECF	F	Sascha Gabizon	1, 3, 4
2	W	ROA	ECA	F	Mildred Mkandla	2
3	W	ROA	NDM	F	Caroline Usikpedo-Omoniye	4
4	C&Y	RONA	Tunza	M	Thomas Christian	1
5	C&Y	ROE	Tunza	F	Sara Svensson	1, 3
6	C&Y	ROLAC	Tunza	F	Yaiguili Alvarado-Garcia	2
7	C&Y	ROWA	Tunza	F	Shaikha Ahmed Al-alaiwi	2
8	C&Y	RONA	WOSM	M	Nhat-Tan Nguyen	4
9	C&Y	ROWA	TIG	F	Kehkashan Basu	4
10	IP	ROE	RAIPON	F	Nyurguyana Dordina	1
11	IP	ROA	IPACC	F	Hindou Oumarou Ibrahim	2
12	IP	ROAP	AIPP	M	Famark Hlawnching	3
13	IP	ROA	IIN	F	Lucy Mulenkei	4
14	IP	ROLAC	COICA	M	Diego Escobar Guzman	4
15	NGO	RONA	CIEL	M	Daniel Magraw	1, 3
16	NGO	ROA	ISS	F	Rose Mwebaza	2
17	NGO	ROLAC	CIEL	M	Marcos Orellana	4
18	NGO	ROWA	EEG	F	Habiba Al Marashi	4
19	LA	ROE	ICLEI	M	Konrad Otto Zimmermann	1
20	LA	ROE	ICLEI	M	Ruud Schuthof	1
21	LA	ROE	ICLEI	F	Susanne Salz	1, 3
22	LA	ROE	nrg4SD	F	Maruxa Cardama	2
23	LA	ROE	ICLEI	M	Yunus Arikan	3, 4
24	LA	ROE	nrg4SD	F	Susana Rivero Baughman	4
25	WTU	RONA	ITUC	M	Lucien Royer	1
26	WTU	ROE	ITUC	F	Anabella Rosemberg	1, 3, 4
27	WTU	ROA	ITUC Africa	M	Yahya Msangi	2, 4
28	B&I	ROE	ICCA	F	Birgit Engelhardt	1, 3, 4
29	B&I	RONA	USCIB	F	Norine Kennedy	2, 4
30	S&T	ROE	ICSU	M	Thomas Rosswall	1
31	S&T	ROE	ICSU	F	Leah Goldfarb	1
32	S&T	ROE	ICSU	M	Deliang Chen	1
33	S&T	ROWA	GRC	M	Mohammed Raouf	2, 4
34	S&T	RONA	ICSU	M	Peter Bates	3, 4
35	F	ROE	IFAP	F	Danielle Aletta de Man	1
36	F	ROE	IFAP	M	Valerio Lucchesi	1, 3
37	F	ROE	LRF	F	Ingrid Rydberg	2
38	F	ROE	IFOAM	M	Robert Jordan	3
39	F	ROA	IFOAM	M	James Cole	4
40	F	ROLAC	CNIRD	M	Calvin James	4