



NATIONAL ROUND TABLE ON THE ENVIRONMENT AND THE ECONOMY  
TABLE RONDE NATIONALE SUR L'ENVIRONNEMENT ET L'ÉCONOMIE

### **NRTEE Official Reports Copyright and Reproduction Notice**

All **NRTEE Official Reports** (“Works”), provided on this USB memory key and identified in the **NRTEE Official Reports List** folder, contain their individual copyright and reproduction notice. The notice in each of these Works is replaced and superseded by the following copyright and reproduction notice, effective February 22, 2013:

**© This Work is protected by copyright and made available for personal or public non-commercial use and may be reproduced, in part or in whole, and by any means, and may be further distributed for non-commercial use, without charge or further permission. All users are required to indicate that the reproduction, whether in part or in whole, is a copy of a Work of the National Round Table on the Environment and the Economy (NRTEE). Reproduction, in whole or in part, of this Work for the purpose of commercial redistribution is strictly prohibited. Furthermore, no right to modify or alter in any manner the Work is hereby granted.**

### **Consultant Reports Copyright and Reproduction Notice**

All **Consultant Reports** (“Works”), provided on this USB memory key and identified in the **Consultant Reports List** folder, were prepared for, or commissioned by, the National Round Table on the Environment and the Economy (“NRTEE”) in support of its research efforts, and may or may not reflect the views of the NRTEE. Such Works may not contain a copyright notice as they were not intended for public release when they were so prepared or commissioned. In the absence of a copyright notice, and where a copyright notice may in fact appear, the following notice shall be read together with the Work and, where applicable, replace and supersede any existing copyright notice, effective February 22, 2013:

**© This Work is protected by copyright and made available for personal or public non-commercial use and may be reproduced, in part or in whole, and by any means, and may be further distributed for non-commercial use, without charge or further permission. All users are required to indicate that the reproduction, in part or in whole, is a copy of a Work of the National Round Table on the Environment and the Economy (NRTEE). Reproduction, in whole or in part, of this Work for the purpose of commercial redistribution is strictly prohibited. Furthermore, no right to modify or alter in any manner the Work is hereby granted.**



**Advancing  
Sustainable Development  
at the Summit of  
the Americas**

**VOLUME 1:**

**Report of a Workshop  
July 11, 1994  
Washington, DC**

Edited by

**Sarah Richardson**  
Foreign Policy Advisor

National Round Table on the Environment and the Economy



National Round Table on the  
Environment and the Economy

National  Audubon Society



NATIONAL WILDLIFE  
FEDERATION

---

**Volume 1: Report of a Workshop**

July 11, 1994  
Washington, DC

---

**Volume 2: Report of a Workshop**

October 12-13, 1994  
Mexico City, Mexico

---

**Volume 3: Discussion Paper:**

Advancing Sustainable Development  
at the Summit of the Americas

**National Round Table on the  
Environment and the Economy (NRTEE)**

1 Nicholas Street  
Suite 1500  
Ottawa, Ontario  
K1N 7B7  
Phone (613) 992-7189  
Fax (613) 992-7385

**National Audubon Society**

666 Pennsylvania Ave., SE  
Washington, DC  
20003  
Phone (202) 547-9009  
Fax (202) 547-9022

**National Wildlife Federation**

1400 16th Street, NW  
Washington, DC  
20036-2266  
Phone (202) 797-6600  
Fax (202) 797-5486

Desktop Publishing: Kindi Chana, NRTEE

Aussi disponible en français  
Texto disponible en español

# **Advancing Sustainable Development at the Summit of the Americas**

Edited by:

**Sarah Richardson**  
Foreign Policy Advisor  
**National Round Table on the Environment and the Economy**

**August, 1994**



# Contents

<b>Introduction</b>		<b>1</b>
<b>1 An American Perspective on the Summit of the Americas</b>		
Ambassador Charles Gillespie		<b>5</b>
<b>2 A Canadian Perspective on the Summit of the Americas</b>		
Pierre Marc Johnson		<b>8</b>
<b>3 A Latin American Perspective on the Summit of the Americas</b>		
Gustavo Alanis Ortega		<b>11</b>
<b>4 Forests</b>		
William Mankin		<b>15</b>
<b>5 Biodiversity and Conservation</b>		
Brooks Yeager		<b>17</b>
<b>6 Toxics</b>		
Janine Ferretti		<b>21</b>
<b>7 Energy</b>		
Patrick Keegan		<b>24</b>
<b>8 NAFTA Accession</b>		
Stewart Hudson		<b>26</b>
<b>9 Sustainable Development in the Hemisphere: Existing and Necessary Institutions and Public Participation</b>		
Hilary French		<b>29</b>
<b>10 The President's Council on Sustainable Development</b>		
Molly Harriss Olson		<b>34</b>
<b>11 Capacity Building</b>		
Marc Dourojeanni		<b>37</b>
<b>12 Preliminary Conclusions</b>		
Sarah Richardson		<b>41</b>
<b>APPENDIX A</b>	<b>Agenda</b>	<b>44</b>
<b>APPENDIX B</b>	<b>List of Participants</b>	<b>47</b>
<b>APPENDIX C</b>	<b>The Central American Forest Convention</b>	<b>51</b>
<b>APPENDIX D</b>	<b>America's Forest Program Proposal</b>	<b>56</b>



# Introduction

In early 1994, US President Bill Clinton called for a summit meeting of all democratically elected leaders in the Western Hemisphere — the Summit of the Americas. It will be held in Miami in December, 1994. The agenda for the Summit will be based on three core themes: Market Integration; Democratization; and Sustainable Development.

The National Round Table on the Environment and the Economy (NRTEE) is a legislated body comprised of 24 board members from business, NGOs, the aboriginal community, labour and academia. It has a mandate to advise the Prime Minister of Canada on issues of sustainable development. The NRTEE is currently developing advice, through its Task Force on Foreign Policy and Sustainability, on ways in which Canada can advance sustainable development at the Summit in Miami. The Task Force is chaired by Pierre Marc Johnson and includes as its members, Maurice Strong, Bob Page, Susan Holtz, Janine Ferretti and John Kirton.

In order to develop its advice, the Task Force has initiated a series of workshops. The workshops are designed to share ideas and to learn from the perspectives of critical stakeholders from government, business and NGO and other communities in the hemisphere, so as to ensure that the advice being

prepared is informed by and secures support from a broad part of the international community. Through this process, the Task Force hopes to determine the most effective and acceptable means for Canada to promote the environment and sustainable development agenda at the Summit of the Americas.

After preliminary discussions with key stakeholders in Canada, the NRTEE organized a workshop was held in Washington on July 11, 1994. The workshop was held in partnership with the National Audubon Society and the National Wildlife Federation, and with the cooperation of Professor Charles Doran, at the Centre for Advanced International Studies at Johns Hopkins University, who generously provided the facilities.

The National Audubon Society is one of the oldest and largest environmental organizations in the United States. Audubon has taken a lead role in coordinating the environmental community in the Summit preparations. Audubon, in cooperation with other environmental groups in the United States and Latin America, has drafted three Summit proposals. These include 1) a proposal to revitalize the Western Hemisphere Convention; 2) environmental trade principles to guide future trade negotiations for accession to NAFTA or for bilateral trade negotiations in this hemisphere,

and 3) a proposal for all governments to agree to principles of public participation, including access to information and judicial remedies. Audubon is also involved in preparations for the Summit follow-up meeting on sustainable development in Bolivia in 1995.

In October, 1994, the Task Force will convene a workshop in Mexico City in order to develop further its advice to the Prime Minister. It will focus its October workshop on social issues and on sharing ideas and hearing from stakeholders from the broader Caribbean, Central American and South American communities.

This report contains the revised and edited versions of the presentations that were made at the workshop in Washington. The workshop was opened with three distinct perspectives on the Summit of the Americas: an American perspective; a Canadian perspective; and a Latin American perspective. The workshop then attempted to address some selected priorities that should be considered at the hemispheric Summit. The following topics were discussed: forests, biodiversity and conservation, toxics, energy and climate change, accession to NAFTA, institutional arrangements in the hemisphere and capacity building. Each subject was introduced by an appropriate expert, and then discussed by the range of stakeholders around the table including government officials, academics, and representatives of major American NGOs. The agenda,

as well as a complete list of participants, are attached to this report as Appendices A and B respectively.

Fundamental questions that were raised at the workshop included what the economic, environmental and social impacts of current hemispheric practices and regimes have been, and what scope exists for increased environmental and economic cooperation in the hemisphere in order to promote sustainable development. This report also contains the preliminary conclusions of the NRTEE's Task Force from the workshop in Washington.

In Chapter One, Ambassador Charles Gillespie, the State Department's Senior Coordinator for the Summit of the Americas, 1994, presents an introduction to the critical issues of why the Summit was called and what the US government hopes to achieve in this forum. Ambassador Gillespie provides critical insights into the process of the US government in its preparation for the Summit, as well as a rationale for the three themes for the Summit, articulated early in the process by the US.

In Chapter Two, Pierre Marc Johnson, the Vice-Chair of the NRTEE, Chair of its Task Force on Foreign Policy and Sustainability, and former Premier of Quebec, provides a Canadian perspective on the Summit of the Americas. Mr. Johnson highlights in particular Canada's special interest in pursuing its trade and environment agenda in the broad multilateral context of the hemisphere.

In Chapter Three, Gustavo Alanis Ortega, the President of the Mexican Centre for International Law, provides a Latin American perspective on the Summit. Mr. Alanis Ortega identified three priorities for Latin America at the Summit - poverty, infrastructure development and energy policy - as being critical for promoting sustainable development in the hemisphere.

Chapter Four on Forests was contributed by William Mankin, the founder and coordinator of the Global Forest Policy Project, which was launched in 1992 jointly with the National Wildlife Federation, Sierra Club and Friends of the Earth-US, to influence the direction and substance of forest-related policy making in the international arena. Mr. Mankin suggests ways that the hemisphere could move beyond the Rio consensus on forests, emphasizing the opportunity and the necessity to build on initiatives that exist and have Southern support.

In Chapter Five, Brooks Yeager, the Director of Policy Analysis for the US Department of the Interior, examined some of the opportunities for Biodiversity at the Summit of the Americas. Mr. Yeager suggested that historic, cultural and environmental ties among the countries of the hemisphere present good opportunities for collaboration in capacity building and information exchange to support critical conservation efforts. One umbrella suggested for such collaboration is the Western Hemisphere Convention

of 1940 because of its broad terms and emphasis on the values of conservation.

In Chapter Six, Janine Ferretti, a member of the NRTEE and the Executive Director of the Pollution Probe Foundation, a national, non-profit, research-based advocacy group dedicated to protecting the environment, examined toxics. Ms. Ferretti focuses on the ways in which the countries of the hemisphere are connected through the release and long-range movement of toxics in the atmosphere. Clearly there is a need for more research and cooperation among the countries of the hemisphere on issues such as data collection and monitoring of toxics which have transboundary effects throughout the Western Hemisphere, many of which are unknown.

In Chapter Seven, Patrick Keegan, the vice-president of the International Institute for Energy Conservation, a non-profit organization founded in 1984 to accelerate global acceptance of energy-efficiency policies, technologies and practices in order to enable economic and ecologically sustainable development, looks at energy. Mr. Keegan focuses on the opportunities for sustainable development in pursuing strategies based on energy efficiency and the use of renewable resources.

In Chapter Eight, Stewart Hudson, Legislative Representative for the International Affairs Division of the National Wildlife Federation,

addresses some of the issues surrounding the accession of countries in the hemisphere to the North American Free Trade Agreement. Mr. Hudson notes that, given the movement towards broader hemispheric trade, it is necessary to encourage a trade constituency that takes into account environmental and social matters. Indeed, he suggests that the question is not "if" trade will expand, but "how"? This begs the question of how to link trade and environment. There are important lessons to be learned from the newly-established North American Commission on Environmental Cooperation.

In Chapter Nine, Hilary French, a Senior Researcher at the Worldwatch Institute, a Washington, DC-based non-profit research organization which analyzes global resource and environmental issues, examines the issues of institutions and public participation. Ms. French notes that a major issue for the Summit should be to examine what kinds of institutional reforms are necessary in the hemisphere to advance the sustainable development agenda. She emphasizes the importance of achieving sustainable development in the trade agenda and trade institutions, and the extent to which these can incorporate and safeguard environmental and social issues, as well as provide for public participation.

In Chapter Ten, Molly Harriss Olson, Executive Director of the President's

Council on Sustainable Development, discusses the institutional role that the PCSD serves in promoting sustainable development in the United States. As a multistakeholder organization with a mandate to promote sustainable development, similar to the NRTEE, the PCSD might provide a useful model for other countries or even a broader hemispheric institution.

In Chapter Eleven, Marc Dourojeanni, Chief of the Environmental Protection Division of the Inter-American Development Bank, examines the critical issue of capacity building for the promotion of sustainable development in the hemisphere. Mr. Dourojeanni comments on the environmental, structural and financial capacity building that is necessary in some parts of the hemisphere. He also points to some recent achievements in the public sector, as well in the development of a viable NGO community in Central and South America.

The preliminary conclusions from the workshop attempt to capture major points from both the presentations over the course of the day, and some of the discussion that ensued. The Task Force will ensure that the conclusions from Washington are taken into consideration in the drafting of the discussion paper to be used at the next workshop in Mexico City, which will further the development of the NRTEE advice on the Summit of the Americas.

# An American Perspective on the Summit of the Americas



*Ambassador Charles Gillespie*

The discussions surrounding the recent negotiations for the *North American Free Trade Agreement* (NAFTA) confirmed that a convergence of values has been developing among elected leaders in the Western Hemisphere. Increasingly, the hemisphere, including its political leaders and elites, are concluding that no matter how it is defined, democracy is a sound approach to governance. This includes the idea that countries cannot depend on others for their own well-being and the satisfaction of their needs. They must develop the means to support themselves.

It was in this context of converging values and changes in the nature of political leadership in the hemisphere that US President, Bill Clinton called for a Summit of the democratically elected leaders of the Western Hemisphere, which will be held in Miami in December, 1994. This group of hemispheric leaders will meet, examine the hemisphere as it is today, look to the future, and identify further agreement and consensus to be solidified.

The leaders of these 34 countries of the hemisphere will take a day, perhaps a little more, to discuss items of mutual concern, based on a framework into which governments will

channel their thinking. The three main themes which make up this framework are broad, but useful guidelines.

*1. Democracy:* What can be done to strengthen democratic assistance and institutions in order to make government more effective? What is government doing? Are governments doing the right things? If they are, are they doing them well and are they doing them openly and honestly? If not, how can this situation be improved?

*2. Economic integration:* There is strong interest in the hemisphere in economic integration through trade. Whether people are for it or against it, people are thinking about it. As well, investment flows are extending rapidly throughout the hemisphere. Increasingly, political leaders in the hemisphere are concerned that the extension of investment needs to be addressed directly, including the spread of benefits from whatever growth or increased prosperity has occurred.

*3. Sustainable Development:* In order to promote prosperity, and to maintain political systems that work, one must consider the kinds of investment choices and decisions that one might make regarding approaches to both people and resources. Which

approaches can be sustained over decades for future generations?

Although the themes for the Summit have been divided up into these three "baskets" as a start, they are all interrelated. One cannot easily be achieved without the others. Some consider that the interest in the Summit is largely driven by the hope of increased trade.

Since early spring, the US government has been engaged in a process of initial consultations with other governments. Ideas have been laid in front of them and they have been invited to come back with more. That process is now complete and will now be followed-up in subsequent discussions with individual countries and with groups of countries in specific areas and in general thematic approaches. There is no doubt that the issues that fall into the democracy "basket" or into the sustainable development "basket" are of real importance to political leaders in the hemisphere. The nature of the discussion surrounding sustainable development will depend upon the degree to which some or many of the hemispheric governments have been stimulated to deal with the subject, if indeed they do not perceive the whole thing as a sustainable development exercise. And there are already calls by a number of governments in the hemisphere to address issues of corruption and "honest" government at the Summit.

Throughout the consultation process, President Clinton has been careful to

encourage the active participation of and obtain the ideas of non-governmental actors. All of the other governments in the hemisphere are urged to adopt a similar approach and to invite, to stimulate, and to encourage the non-governmental actors with which they are linked, to have their input. Organizations such as the National Round Table on the Environment and the Economy are very important in this process. Information must be available in a workable form by early November if it is to receive the serious consideration of leaders.

The Miami Summit is the beginning of a process. It is critical that the 34 leaders are well prepared in December when they have to stand up and say "Here is what we did, this is why we did it, and this is why it is important." The US is trying to open up internal avenues of communication. It hopes that similar channels are opening elsewhere. It appears as though Canada has those lines of communication wide open. All the other governments in the hemisphere should follow suit. In order to be effective, the communications have to be clear and precise.

The Summit process will have to continue and take a natural course. The way to proceed is to focus the attention of leaders between now and December, and then again at the Summit, and to develop a concrete plan for certain actions which will follow any declarations which are made. What begins now could well carry through into 1995 and 1996,

although it is too early to predict exactly what form the follow-up will take. There is a meeting of Ministers of the Environment in October in Fort Lauderdale which will have a strong summit flavour. Its output will be considered at the Summit. Indeed, there could be a role for portfolio ministers including, for example, ministers of trade, finance, natural resources, and environment, in the lead up to, at, and following Miami.

One objective which appears to be shared is the strengthening and vitalization of the Inter-American system. Governments and leaders of

the hemisphere should concur in efforts to strengthen the Organization of American States (OAS) and the Inter-American Development Bank. The principal role for implementing commitments which arise from the Summit might very well fall to the OAS or the Inter-American Development Bank. Within the OAS a special working group has been established. It is focusing on what the OAS's contribution to the Summit might be, what sort of implementing activities will be required, and how the organization will set itself up to follow through on those activities.

# 2

## A Canadian Perspective on the Summit of the Americas

*Pierre Marc Johnson*

International issues are an important part of the Canadian public policy debate and the agenda of the Government of Canada. Indeed, many issues that in other countries are considered primarily national in character, are seen by Canadians as being part of the complex, highly interdependent, and rapidly changing world in which we now live.

Canada's deep interest in international trade stems largely from the fact that as one of the world's major economies and member of the G-7, it exports a full one-third of its production. This success in, and exposure to, the international marketplace makes concerns about trade a vital part of any Canadian government's agenda. As well, Canadians, along with other North Americans, are deeply concerned with the environment. Despite current economic concerns, Canadians continue to regard environmental protection as a vital issue, and as a fundamental focus for Canadian activity in the international realm. Environmental awareness and commitment is driven by the fact that Canada's economy and exports are largely fuelled by natural resources exploitation. For example, in 1992, the three sectors of mining, energy and forestry alone constituted 15.1% of Canadian GDP, represented 41.5% of exports, and generated a vital trade

surplus of C\$32.7 billion. It is thus hardly surprising that environmental policies, regulations, and standards in other major trading countries and close partners, and the threat or use of unilateral actions by their governments, are continuing Canadian pre-occupations. Canadians also rightly regard the reconciling of international economic and environmental regimes as critical to their future prosperity.

In addressing their economic and environmental interests and those of the global community as a whole on the international stage, Canada has a profound commitment to pursuing a multilateral approach. Canada's long history of multilateral action is explained in part by its seminal sense of connection with the larger Commonwealth and francophone community around the world. It is also partly explained by the looming size and presence of Canada's great neighbour to the south. In seeking to define and promote policies that are not merely an undue reflection of the interests and perspectives of the United States, Canada naturally reaches out to the wider world. Moreover, in contrast to some European countries, which prefer the traditional diplomacy of forging complex alliances, Canada seeks to build a broader and deeper sense of

international community. It also fully understands the value of mobilizing American power to support Canadian purposes in the wider world. The result can occasionally be a powerful solidarity between Canada and the United States, as the recent history of global atmospheric issues illustrates. Nevertheless, Canada's primordial commitment to a multilateral, rules-based, transparent set of efficient and effective international institutions, remains.

The Miami Summit thus becomes a source of great interest to the Canadian government. It is an opportunity to deepen Canada's partnership with historic friends in the Commonwealth, such as those in CARIBCAN, the Canada-Commonwealth Caribbean arrangement. It also presents an opportunity to broaden Canadian associations with other important friends in Latin America, building on Canada's membership since 1989 in the Organization of American States. Of particular interest is the opportunity to work with Mexico, which is not only a NAFTA partner, and now a fellow member of the Organization for Economic Co-operation and Development and the Asia-Pacific Economic Cooperation forum, but also a major power in, and important point of entry to, Central and South America.

Canadian priorities for the Miami Summit have now been well developed. One is governance. A second is security. A third is trade. Here it is likely that the specific issue of the ascension of other countries to

NAFTA will be treated in a very general fashion and focused on the various elements that prospective entrants will be required to meet, prior to entry into the NAFTA community and institutions. In addition, there will probably be a broader discussion of trade policy. A fourth priority is sustainable development. This encompasses both issues dealing with the natural environment, and those dealing with the human environment.

Procedurally, consultations within and among the major federal government departments involved in Summit preparations are taking place during the summer. During the autumn, broader consultations with the Canadian public are scheduled to begin.

The proceedings of this workshop could thus be of use to those in Ottawa who are currently analyzing and crafting positions for the Canadian government to advance at the Summit. They will also assist the National Round Table on the Environment and the Economy to develop its advice to the Prime Minister on the Summit this October. Indeed, given Canada's commitment to multilateralism, it is important that this advice and Canadian positions secure the support of the broader international community within the hemisphere.

Thus far, the process and the agenda of the Miami Summit has been largely driven by the United States of America. American initiative has generated a very powerful momentum which is difficult to ignore. Hence it is

important to begin with these realities. But, it is equally important to move beyond, in particular, to explore how the economic and environmental agendas of the Summit might be integrated, both in the discussions at Miami and in any processes, mechanisms, or institutions inaugurated by that event. In seeking to integrate best the concerns of environmental enhancement and economic development, it is important to explore which issues are genuinely

hemispheric, which require sub-regional or even national treatment, and which invite the hemispheric community to act together as a cohesive force in the wider world. Above all, it is important to focus on a few critical issues which can make a real contribution to the Miami Summit, and turn this historic gathering into a milestone for advancing our shared cause of sustainable development.

# A Latin American Perspective on the Summit of the Americas

# 3

*Gustavo Alanis Ortega*

## Introduction

United States President Bill Clinton has announced that he will host the first "Summit of the Americas" in Miami, Florida in early December 1994. It will be the largest gathering of heads of state in US history and will undoubtedly be an important historical event. The President has been quoted as saying, "We have arrived at a moment of great promise and hope for the Western Hemisphere." Indeed, the Summit has the potential to be a watershed in inter-American relations. However, it also has the potential to be nothing more than an exercise in diplomacy and politics. Latin Americans are taking a keen interest in both the preparations for, and conclusions from, Miami.

Latin America is at a very critical point in its history. More than ever, it has the willingness and capacity to invest in its future. More than ever, it has significant international attention. And, more than ever, it has the ability to determine its own fate. The following steps will take advantage of this potential and help to bring about the changes that are needed to address the difficult problems that face both Latin America and the Western Hemisphere as a whole. Short term, isolated programs will not help. Instead, a carefully considered,

long-term strategy for Latin American development must be implemented.

Sustainable development is an essential part of this strategy. But, it must go hand in hand with the promotion of social and political objectives. Implementing sustainable development without also dealing with problems such as decaying infrastructure, poverty, corruption, and political oppression is futile. The problems in Latin America run deep. In order to make headway in sustainable development, progress must be made in other areas as well.

## The Social Agenda

Three of the most critical social issues currently facing Latin America are: a decaying infrastructure, severe poverty, and the need for energy management.

In 1990, Latin American investment in construction was less than three quarters of what it was in 1980. This is a telling statistic in a region where the infrastructure is rapidly decaying. Latin America's failure to invest in infrastructure has affected almost every part of its economy and culture. Poorly maintained roads and railways, slow transportation, unreliable phone

and electrical lines make communication and use of modern tools difficult or impossible; decaying buildings pose public safety hazards; and outdated sewer systems pollute drinking water and the surrounding environment. And all of these problems reinforce the impression in the minds of both Latin Americans and potential foreign investors that Latin America is a place with a dim future.

Poverty is also a problem. The number of Latin American households classified by the UN as "poor" rose 4% between 1980 and 1990 to a level that was only 1% lower than in 1970. Currently 34% of Latin American urban households are considered "poor." This number is up 8% from 1970.

In addition to the morals and ethics surrounding poverty, there are significant economic and social costs. Widespread poverty translates into: 1) a smaller and less productive workforce and thus lower national production, 2) a reduction in disposable income and thus low savings and investment rates, and 3) heightened political instability.

Energy management is also a growing problem in Latin America. Between 1989 and 1999, the energy needs of Latin American and Caribbean countries is expected to grow by 60%. In many of these countries (including Brazil, Columbia, Guatemala, Argentina, Ecuador, and many Central American countries) the percentage of the population presently without electricity exceeds 80%.

These two statistics alone confirm the fact that Latin America will soon require significant assistance in developing programs to effectively manage energy. This assistance should include sharing of technology, information and expertise, and should build on the 1993 Renewable Energy in the Americas Initiative promoting present and future reliance on renewable energy sources.

## **The Environmental Agenda**

The environmental situation in Latin America is equally grave. Latin America is unparalleled in the volume and diversity of life it supports. South America alone accounts for nearly a quarter of the world's freshwater fish and has the largest number of birds anywhere. Columbia is home to 50,000 species of plants and is followed closely by Peru with 35,000.

This biodiversity is being destroyed at an astronomical rate. In Brazil, 40% of mammals and 123 species of bird are currently threatened. The 1992 UN Convention on Biological Diversity made important steps toward stopping this destruction, but more must be done to create new legislation and to ensure the effective enforcement of current laws and regulations.

The problem of deforestation has also reached a critical level in the region. 57% of annual global deforestation occurs in Latin America. In 1993, The Regional Convention for the

Management and Conservation of Forest, National Ecosystems and the Development of Forest Plantations ("the Treaty") was signed by Panama, Costa Rica, Honduras, Guatemala, Nicaragua and El Salvador. (See Appendix C). This agreement is the only multinational forest treaty in existence and it takes important steps in stopping and reversing deforestation. It could be used as the basis for a similar agreement between the countries of the Americas.

The establishment of international standards applying to both production and consumption would also be a major step in slowing this environmental degradation. These standards would set minimum levels on the environment regulations that governments could apply to domestic industries. They would also establish maximum levels of environmental protection that developed countries could ask less developed countries to meet. This so-called "harmonization" will have to be a long-term goal. It will take many years for developing countries, who have just begun to embrace the principles of environmental protection and sustainable development, to achieve the environmental standards of countries that have been practicing environmentalism for decades.

## **The Political Agenda**

The White House has made much of the fact that the Summit of the Americas will be a meeting of leaders who have "embraced the principles of

democracy." However, not all democracies are as open and free as the United States. It is true that there are currently an unprecedented number of democracies in the Americas. However, many of these are not as open to public opinion and participation as they should be.

One of the most insidious political problems in Latin American democracies is corruption. Corruption saps national financial reservoirs, causes economic disruption, reduces government and industrial efficiency, weakens environmental regulation and limits the public's ability to bring about national change. All of these have severe social ramifications and increase political instability.

Currently, grassroots environmental movements (not to mention human rights and political movements) are subject to significant oppression by governments that are technically democratic. The more powerful and developed American nations must demand that this oppression stops. They must make aid contingent on increased public access to information and participation in policy making.

## **Conclusions**

The problems outlined above are just a few of the many facing Latin America, the Western Hemisphere, and the world community as a whole. Solving them will require action that is both unified and prompt.

The environmental degradation that has occurred and continues to occur

in Latin America is neither the fault nor the problem of Latin American countries alone. For decades, the US and Canada have exploited Latin America for its plentiful resources, low environmental standards, and inexpensive labour. Now the time has come for these countries to help pay for the damage that this exploitation has caused.

The social, environmental, and political conditions in Latin America are serious and getting worse all the time. A failure at the Summit of the Americas to arrive at long-term, broad, and effective solutions will have tragic consequences. Current environmental problems will soon be beyond repair. Action must be taken now, while solutions are still possible.

# Forests

*William Mankin*

4

## Geographical and Political Context

The Western Hemisphere contains 43% of the world's forests. This is quite a responsibility. However, in the Latin American portion of the Hemisphere alone, 57% of the total annual global deforestation occurs. Therefore, the Western Hemisphere loses more of the world's forest on a percentage basis, than it retains. Between 1981 and 1990, deforestation in Latin America alone encompassed an area as large as Texas and West Virginia combined. For Canadians, this area would be equivalent to the provinces of Alberta and New Brunswick combined. That is just in Latin America alone. Canada and the US have their own forest controversies and local populations certainly suggest that neither country manages its forests sustainably.

Nearly half of the world's so called "mega-diversity" countries – those that are extremely high in biodiversity – are in the Western Hemisphere. Together, the US and Canada are the world's top timber trading nations. The Forest Stewardship Council just established its international headquarters in Oaxaca, Mexico. One recent controversy in international timber trade is the proposed addition of various commercially traded timber tree species to one of the appendices of the Convention on the International Trade in Endangered Species (CITES).

One of the tree species involved is mahogany. So, forests are extremely relevant in the context of the hemisphere.

In the political context, the outcome of UNCED on forests was quite disappointing to most people. The discussions at UNCED were marked by North-South acrimony, suspicion and disagreement. Since UNCED, Southern suspicion of Northern motives has continued.

There remains some continued Southern reluctance to engage in multilateral forest policy initiatives, although there are several initiatives now going on in the world. Some of these are quite interesting. For example, the US and Canada are attempting to define the criteria and indicators for sustainable forest management in temperate and boreal regions, and a broader joint Canadian-Malaysian initiative also exists.

But, even with respect to these initiatives to date, the outcome is still unclear: no one knows where they are going, exactly what they are going to achieve and, in a broader context, there is certainly a lack of consensus globally on not only the need for, but the shape of, any new multilateral instruments or agreements on forests. This lack of consensus extends

beyond governments to NGOs and other actors. Therefore, there is nothing to suggest that a significant multilateral agreement or initiative on forests is imminent.

## **Timing and Opportunity**

Because there is as yet no evidence of solutions on the horizon, every effort must be made to take advantage of good opportunities to move the agenda forward. A good opportunity is one that contains Southern initiatives and one that contains Southern support. In the absence of other broadly acceptable initiatives, an idea with Southern support is worth pursuing because it contains a component that was lacking or difficult to achieve during the UNCED process. There may be no better moment for a merging of North-South values than now.

At present, there are two initiatives in this hemisphere which meet the aforementioned criteria. The Central American Forest Convention (see Appendix C) is the only multilateral forest convention in the world to date. It was an outgrowth of a unique participatory regional process under the umbrella of the Tropical Forestry Action Program. It is currently in the process of ratification. It includes several very positive provisions. Among which are the following: to

protect forests; to promote effective participation by all constituencies in forest policy implementation; to recognize and respect the rights of indigenous peoples; to strengthen institutions and enforcement; to create legal obligations; to carry out environmental impact assessments; and several more. This initiative already exists and it is worth building upon.

A second initiative which is more rudimentary is "America's Forest Program." (See Appendix D) This is a proposal that was announced in January 1994 and was developed by officials of the Argentinean Department of Natural Resources and the Ecuadorian Department of Forests and Renewable Natural Resources, with input from a prominent Ecuadorian environmental NGO. It too has several positive components, including the idea of a hemispheric agreement; hemispheric forest monitoring; transparency and public participation; and government-NGO partnerships.

The Summit provides a unique opportunity to build on these significant initiatives that already exist. They are Southern initiatives with Southern support and are worth picking up and running with as far and as fast as possible.

# Biodiversity & Conservation

*Brooks Yeager*

5

**S**ustainable development has a direct relationship with both of the other two major themes at the Summit of the Americas: market integration and the extension of democracy. Sustainable development is not possible in the long run if it does not occur in a context which encourages the sustainable use of the environmental resources upon which development and the economic engines of society depend.

The debate surrounding the *North American Free Trade Agreement* (NAFTA) has shown in the United States, Canada, and Mexico, that it is no longer possible to pursue market integration without a discussion of the relative environmental standards and environmental performances of the nations that are proposing to integrate their markets. The relationship between trade liberalization and the environment has also emerged in the most recent round of negotiations at the GATT and prompted the creation of a trade and environment committee of GATT. So, even resistant bureaucracies are starting to recognize the importance of environmental issues. Any discussion of extending democracy in the 1990s and building democratic institutions, must include a discussion about cooperation on means of managing the interaction of society and the economy, with the natural world upon

which they both depend. Democratic institutions and flourishing markets cannot exist for long in a context of chronic biological impoverishment or industrial pollution. The difficulties being experienced in sub-Saharan Africa and in Eastern Europe are graphic illustrations of this.

The Western Hemisphere is very fortunate that even 500 years after its colonization by Europe: it remains in some respects a New World. The fact that the Western Hemisphere has a significant percentage of the world's relatively undamaged coastal and estuarine systems and almost half the world's available fresh water and significant river and wetland resources, sets it apart. There is certain reality to the geographic integrity of the Americas. Geopolitically the Americas are interconnected through the isthmus of Panama. The countries of the Americas are also connected by important natural linkages including migratory birds, migratory marine mammals including the great whales, migratory sea turtles, and even migratory insects such as the monarch butterfly. The geographic and natural linkages might seem economically less important than trade linkages or institutional linkages. Yet our common species use habitats that are very important for the national futures of the countries of the hemisphere.

The countries of the Americas are not immune to the inequities, disparities, and the divisions which have afflicted the world community. But, given the similarities in cultural outlook, cultural history, the shared resources, and the understanding of the interdependencies that exist, the divisions and problems in the Americas can be approached with some greater hope of finding a solution than perhaps is evident sometimes on the global scale. In the long run, the hemisphere might even become a regional model for solving some, if not all, of these difficult problems.

It is important to recognize that to seize any opportunity here, problems associated with past approaches must be examined. This includes the barrier that the debt burden poses to creating new wealth, particularly as debt affects the ability of nations to manage their natural and biological resources and to deal with the degradation of natural and industrial infrastructures. In the past, the approaches of the Northern countries, particularly the US, have not always been very useful and have perhaps deserved the label "gringo-centrism." There is always a danger in the tendency of the North to see the global importance of the South's resources without understanding their local importance, and to ignore the global importance of the resources in the North, understanding all too well their local importance. There have been a lot of false starts in the past. There seem to be too many plans and not enough

implementation. The difficulty represented by national conflicts and weakness, in some cases, of democratic institutions is something that needs to be contended with.

Despite these problems there are many means for progress. In particular, existing agreements that have already been signed by many of the nations in the Americas should be emphasized, rather than creating new agreements. Signing new agreements is easier than implementing them and implementing old agreements has value sometimes even years after they have been signed.

Existing agreements include the *UN Biodiversity Convention*, the *RAMSAR Convention for the Protection of International Wetlands*, the *Convention on International Trade in Endangered Species (CITES)*, the *Western Hemisphere Convention* which was signed in 1940 in Washington, as well as the *Climate Change Convention* and the *World Heritage Convention*, among others. These agreements have already been signed by most of the nations in the Americas and provide a useful basis for thinking about cooperative opportunities in key sectors. In particular, there is potential for mutual capacity building and for important information exchange. The lack of such mutually beneficial collaboration hinders all national and NGO efforts at conservation.

This is true particularly in sectors such as science, where issues of survey methodology, access to GIS technology, and improved access to

existing data and literature are important issues. In the management sector, capacities and training to effect habitat reserve management, the construction and maintenance of scientific authorities and management regimes under CITES and elsewhere, may become increasingly important particularly in regard to the need of Latin American nations to trade in wildlife resources from time to time. As well, in the education sector, Latin American knowledge and expertise in working with local communities and indigenous people may be valuable for those of us in the North.

One potential umbrella for such collaboration is the *Western Hemisphere Convention, 1940*. It is a valuable document of great foresight which was signed by many of the countries of the Americas more than 50 years ago. Because of its broad terms and its straightforward emphasis on the values of conservation, it could be an umbrella for a number of useful collaborations and discussions. For example, it could be a focus for annual or biennial meetings of the Parties on common issues of natural resources and living resource management. It could be a vehicle for occasional technical meetings on specific resource management topics such as wetlands management, the use of GIS technology, or the exchange of information from satellite analysis. It could be a vehicle for the coordination of resource monitoring and surveying techniques and methodologies including survey protocols and gap

analysis. It is a potential umbrella because it deals with both reserve management, the sustainable use of natural resources, and species protection. It is also a potential umbrella for inter-regional or sub-regional agreements on habitat protection for shared migratory species, neo-tropical migratory songbirds, or shorebirds. And there are some good examples of existing collaborations at the NGO and quasi-governmental levels in the form of the Western Hemisphere Shorebird Reserve Network and a number of other agreements that are emerging, including the Central American Forest Agreement.

In the context of migratory species in particular, it is important to provide a platform for mutual obligations between countries in the North and the South. Northern countries often tend to think in terms of how Southern countries can better manage their natural resources where the North managed theirs just as brutally a hundred years ago. But migratory species, because they are a shared resource, because they use wetlands and forests in the North and the South, and because they often share habitats with indigenous species that are of great importance to the countries involved, provide an interesting avenue for creating mutual management direction, mutual monitoring, and mutually-recognized management obligations.

The *Western Hemisphere Convention* could also be used as a channel for funding collaborative projects,

conservation implementation, information exchange, and public education. Where such funding would come from is an important question. Some of it might come from international institutions. Some of it might come from debt relief arrangements. Those avenues both merit further exploration. Although resources are scarce, a revitalized Convention and revitalized efforts under RAMSAR and other conventions, could become vehicles to attract funds for conservation initiatives.

The *Western Hemisphere Convention* does not need to be rewritten, although it might be useful to create an administrative mechanism so that the Convention itself, which has been used in the past by many Latin American countries to establish parks and reserves, could assist in multilateral and sub-regional approaches for the protection of biodiversity. The *Western Hemisphere Convention* is a convention of the countries of the Americas with a useful history, and it could be a useful building block for better cooperation in the hemisphere.

# Toxics

*Janine Ferretti*

# 6

**T**oxic contamination of the environment is generally considered to be a localized problem or a regional issue. However, information that is now being generated suggests that the issue of hazardous waste and toxic emissions has effects that are national, hemispheric and even global in scope. For example, an analysis of the Great Lakes ecosystem, which is probably one of the most seriously studied ecosystems in the world, strongly suggests a broader hemispheric link in the movement of toxic substances which includes their long-range atmospheric movement.

Transboundary atmospheric pollution is a significant source of pollution in the Hemisphere. For example, 90% of the toxins in Lake Superior come from outside the basin and many of them come from areas outside of Canada such as the southern US and even as far away as Latin America. So, even though countries like Canada and the US might aggressively pursue the elimination of toxics, there is a larger hemispheric agenda that requires a broader level of international action. There are also at least four clear links between toxics and trade in the hemisphere.

First, there is the issue of pollution havens which came up during the negotiation of the North American Free Trade Agreement (NAFTA). This is an

area where reliable data on motive is scarce, but there is some evidence to show a tendency of some companies to relocate to jurisdictions with relatively lax environmental regulations. Certainly there is evidence to suggest that in some sectors the cost of compliance with environmental regulations is high. Some estimates in the chemical sector, for example, indicate that cost can be as high as around 20%. And in Germany, the users of fertilizers are finding it cheaper to buy from Eastern Europe, where they do not have the stringent regulations which add costs to the product. Consequently, the German chemical industry is experiencing a drop in the demand for West German fertilizer and there is a trend in relocations occurring in the production of fertilizer from West to East. How will increased trade in the hemisphere impact on plant relocations? If there is relocation, in which sectors, and to what extent?

The second link between toxics and trade is in the conflict between domestic regulation on toxic chemicals and trade issues and trade priorities. Certainly, Canada and the US have had experience in this with asbestos in the mid 1980s and more recently with gasoline and pesticides. As trade increases, either through NAFTA accession or as a matter of course, what will the conflict be like?

Will there be more conflict between the regulation of and the trade in toxics?

The third link is specifically on the issue of pesticides. In Canada, the government has fewer registrations of pesticides in place than the US. This concerns Canadian farmers because of the use, by their US competitors, particularly fruit growers, of a wider variety of pesticides available to prevent damage than is available to them. What will the pressure be when there is a greater flow of agricultural products across borders? Will there be a lowering of standards on pesticide regulation?

The fourth link between toxics and trade is in transportation and the impact that increased transportation through trade will have on the environment and, in particular, air quality.

Within this framework, what steps are being taken? Certainly in Canada, the US, and Mexico, there exists an emphasis on pollution prevention and cleaning up the air. As well, the Clean Water Act re-authorization in the US and the review of the Canadian Environmental Protection Act provide scope for the elimination and sunseting of specific substances.

Driving this agenda is a growing health concern. The data that is being collected suggests links between substances such as chlorinated compounds and, not only traditional concerns such as birth defects and cancer, but even more difficult issues such as behavioural problems in children who are exposed to

chlorinated compounds, reproductive failures, and depressed immune systems as a result of exposure to toxic chemicals. So, there will be greater and greater pressure to start eliminating and to greatly reduce the release of toxic chemicals into the environment. What is achieved when in other jurisdictions that same pressure is not there, particularly when data on movement of toxics shows that there is significant contamination coming from outside national borders?

There are some initiatives and institutional steps that can be taken. For example, the *North American Agreement on Environmental Cooperation* (the "side agreement") and its North American Commission on Environmental Cooperation ("the Commission") could take the lead on issues of cooperative pollution prevention. Should there be a similar pollution prevention cooperative effort, not just between Mexico, Canada and the US, but also beyond?

The side deal is useful in that it could target specific substances for reduction and phase-out. However, other instruments are needed such as coordinated inventories of toxic releases to provide much needed data to learn what elements are being released, where those substances come from, and what the movement is of some of these substances. For example, there is a lot of mercury in the Amazon, the pathway of which is unknown outside of the immediate area.

Right-to-know legislation is also part of the side agreement, as is the issue of public participation, which will likely figure prominently at the Summit of the Americas. There is a natural link between public participation, democracy, and right-to-know in terms of providing communities with a basis of information as to what type of environment they live in, what types of toxic substances they are exposed to and how they might be affected.

Another possible instrument is standards and harmonization. Is there a floor for all countries? How should issues of certainty and science be dealt with? What are the trade and environment costs? What is the scope for hemispheric cooperation on regional pollution problems that have a transboundary aspect? How can this cooperation be encouraged and facilitated? What are some of the mechanisms that can be utilized so that investment and trade flows create

opportunities for cleaner production and sustainable development? India recently had an interesting experience in the tannery sector, where higher environmental standards in Germany brought about the modernization of the Indian tannery industry, albeit at some social cost.

There are some initiatives that are "one shot deals" and can be undertaken at the Summit itself, such as the adoption of the proposal requiring countries to phase out the use of leaded gasoline. However, the issue of toxics is much more complex than that. A great deal of research is needed, as well as a coordinated effort among countries, and the development of a long-term institutional framework that has a great deal of following and commitment, and that recognizes the economical and ecological links in the hemisphere.

# 7

## Energy

*Patrick Keegan*

The mission of the International Institute for Energy Conservation is to foster energy efficiency in developing countries, by working with multilateral banks, bilateral aid agencies, developing country governments, and the private sector. The Institute addresses energy in the electricity sector and transportation, and has offices in Asia, Europe, and Latin America.

Energy efficiency is a good sustainable development strategy. It provides environmental benefits that are felt both locally and globally, and it has direct economic benefits. Energy efficiency results in spending on sectors outside the energy sector, which encourages economic growth. Using energy efficiently reduces the cost and the debt for building infrastructure. The potential benefits of energy efficiency are numerous. Indeed, most studies will show that if all cost-effective energy efficiency measures were implemented, energy use would be reduced by 30 to 50%.

Energy efficiency is a strategy that will not only produce environmental benefits, but it will pay for itself. Therefore, it appeals to environmentalists as well as to other stakeholders who may not be concerned with the global environment.

Fifteen years ago, dialogue on energy efficiency focused on theoretical

possibilities, but now there is a lot of experience around the world. In virtually every country, there are examples of attempts to implement policies that encourage energy efficiency or the use of renewables in the electricity sector. When energy efficiency and renewables are fairly considered in the electric power planning process, they do well because they are very cost-effective resources. Projects or policies are often developed with and encouraged by multilateral agencies and institutions. For example, the Asian Development Bank is tying some of their lending in the energy sector to a requirement that countries assess possibilities for energy efficiency and the use of renewable energy sources.

The transportation sector also has many energy efficient technologies that are economically attractive. Why then are energy efficiency and renewables not being implemented on a much larger scale? Even in the industrialized countries, implementation is slow and even the available technologies will provide neither the environmental benefits, nor the economic benefits currently possible if they are not implemented at a faster pace.

Developing countries are faced with having to come up with an energy vision to provide a model for the future and they will look to Canada and the

US in the North for guidance. The vision in the North has been one that requires massive generation, transmission, and transportation infrastructure. The North does not have in place a comprehensive vision to share with the developing world, which will help them develop a sustainable path into their energy future.

Although policy makers generally do not direct sufficient attention and interest to issues of energy efficiency and the use of renewable resources, and energy by itself is not necessarily a high enough priority item to get the full attention of their governments, the Summit of the Americas provides significant possibilities for progress in

the promotion of energy efficiency in the hemisphere. One issue the Summit could deal with is the existence of financing barriers and the possibilities of innovative financing of energy efficiency and renewables in the hemisphere, including improving countries' technical capabilities. As well, the hemispheric leaders could adopt a directive at the Summit which charges them to return to their countries and encourage the development and implementation of energy efficient policies. The Summit might also begin a dialogue and suggest a future venue for further discussion among the countries of the hemisphere on energy efficiency and renewables.

# 8

## NAFTA Accession

*Stewart Hudson*

The tone of the Summit of the Americas suggests a process that will play out not only at Miami, but also into the future. Three "baskets" of issues have been set out to shape the agenda: first, sustainable development, second, democracy, and third, trade and investment, otherwise known as "market integration". The environment must be considered as one of the critical issues that make up the "market integration" basket.

Some groups are concerned that the US government appears to be starting the Miami process by asking "*What game do you want to play?*" instead of "*How do you want to play the game?*" It is very important that some "rules of engagement" be set down prior to the Summit to determine how "the game" is played in Miami, and thereafter.

Faced with an open agenda and a growing concern that US investment will turn eastward toward the rapidly growing economies of Asia, a number of Latin American governments are clear in their belief that the Summit should focus on trade. Specifically, these governments want the US to place them high on their priority list for concluding market integration agreements throughout the hemisphere. This context is important because it suggests an openness and willingness, and a political reality, that invites dialogue. In this context,

environmental and social issues that are clearly associated with trade can be introduced.

An important question is how to develop a constituency within the hemisphere for trading relationships and investment, that takes into consideration social and environmental concerns. The political realities suggest that trade and environment will be discussed in the hemisphere. Therefore, one should not start by asking "if", but by asking "how" this dialogue will take place.

Consideration should be given to previous attempts to define the obligations that government might have to consider as part of expanding the *North American Free Trade Agreement* (NAFTA) throughout the hemisphere. Indeed, some groups in the US have developed and circulated a "Proposed Statement of Trade & Environment Principles for the Summit of the Americas" ("the Principles") in an attempt to stimulate discussion about what the collateral issues are that should be considered when trade and environment issues are broadly discussed in the hemisphere (see Appendix E).

One important question in discussing *how* trade and environment should be connected is whether or not this connection between issues should proceed on a bilateral basis or a multilateral basis. From my

perspective, it would seem appropriate to move on a multilateral basis. Canada and Mexico, as well as Chile and the US, should all be involved in what happens next in the relationship among those four countries. A similar multilateral approach should be emphasized in the rest of the hemisphere as well. This is a very important question and one that should be resolved in Miami.

It is also important to consider that however the countries of NAFTA proceed to trade with Chile, on a bilateral or a multilateral basis, there are other forums in the hemisphere where trade and environment must be linked. Already, the Southern Common Market (MERCOSUR) and other regional agreements are linking these issues together to some degree at a regional level. This should also be on the agenda in Miami. It is important to know what is happening at the regional, sub-regional and local levels throughout the hemisphere in terms of linking trade and environment and other appropriate issues.

It is also important to consider and include the stakeholders that are involved in the trade and environment issue. One of the advantages that the National Round Table on the Environment and the Economy has is that it involves a wide variety of interests in Canada: business, indigenous peoples, environmentalists, and others. Such a multistakeholder approach should not be taken for granted as trade and environment unfolds in the region. A positive statement reflecting a

commitment to involve all of the relevant stakeholders would be entirely in concert with government commitments at the Earth Summit in Rio. Whether or not the leadership in the countries of the hemisphere has changed, the commitments made at Rio remain. A commitment to increase stakeholder participation will help this issue to advance.

In the US, there are two distinct camps in the NGO community on trade and the environment. These divisions will likely be replicated throughout the hemisphere. All environmentalists are concerned about the effects on the environment if trade is left unregulated, unreformed or unchanged. One group would conclude that the first step is to cease trading altogether. A second set of groups are troubled by aspects of unfettered trade, but would like to see reform rather than rejection of trade. The latter approach is reflected in the Introduction of the Principles, although both perspectives need to be acknowledged for constructive interaction with stakeholders at Miami and elsewhere.

In terms of substance, there are a couple of points worth emphasizing. The trade sanctions which form part of the *North American Agreement on Environmental Cooperation* (NAAEC) have a very low probability of ever coming into play. They do not, and nor should they, function as the first step that governments take when they have a dispute. Rather, sanctions are there at the end of the day if governments are unable to negotiate their way out of a problem. The entire enforcement

process in the NAAEC will not work without cooperation and dialogue. It is likely that the first cases that are brought by NGOs to the North American Commission on Environmental Cooperation (NACEC) will be cases that involve all three NAFTA countries, and this will determine whether there is indeed a two-way street.

The NACEC is a political institution and one of the most important benefits to come out of the NAFTA. It was quite an achievement to create a political institution that would be linked to the economic integration in North America, but this will have to be expanded to the rest of the Americas as economic integration occurs. This prospective expansion raises a number of questions about the potential to "tailor" the agreement to the broad array of locales in the hemisphere in the same way that it was tailored to meet the needs of the three parties that originally negotiated

it. Any rethinking of the NAAEC also involves intricate legal questions about representation and voting provisions.

Given the link between trade and the environment, the Summit will fail if there is not sufficient work done prior to Miami which lays the groundwork for a meaningful discussion of the issues. As well, there is a need for consideration of the sort of capacity building required in some Latin American countries around the necessary mix of elements for market integration, that will adequately consider social and environmental issues. The Summit presents an opportunity for a broad consensus and political support at the highest level, for the issues that will form the "how" of trade and environment in the hemisphere and open the door for further discussion. If this consensus does not develop, it is fair to say that approval of future hemispheric trade agreements will be imperiled.

# Sustainable Development in the Hemisphere: Existing and Necessary Institutions and Public Participation

*Hilary French*

There is some concern with the three "baskets" that form the broad themes of the Summit of the Americas, namely democratization, market integration and sustainable development. Clearly these areas overlap, and to some extent the case could be made that sustainable development should be the overriding goal of the Summit because democratization, the spread of market economies, and environmental protection are three elements integral to achieving sustainable development.

Thinking about the Summit in these terms is useful. In the trade and environment field, the kind of conceptual shift that must be achieved is to think about trade as a means to an end, that end being sustainable development, rather than an end in itself. Considered in this light, one can usefully consider what the implications are for institutional changes that should be advanced at the Summit.

Many of the people who have been involved in the trade and environment area are very well aware of the inter-linkages between the trade agenda and the environmental agenda and how these relate to the search for

sustainable development. The third "basket", democratization, is part of this mix because democratization and sustainable development clearly are very mutually interdependent. In fact, it would be impossible to achieve environmental protection and sustainable development in the absence of major steps forward in freedom of information, freedom to organize, and systems of justice that provide access to individuals.

In thinking about international institutions that can help to achieve sustainable development, it is well recognized that, given the nature of the environmental problems in the hemisphere as well as the trade interconnections, there is a need for a much stronger institution for regional cooperation. There are weaknesses in some of the existing regional institutions such as the Organization of American States (OAS). Other plurilateral institutions elsewhere in the world, offer models of stronger regional bodies, such as the G-7, which provides an annual forum for leaders to meet, the OECD where ministers meet on a regular basis, and even the Asia-Pacific Economic Cooperation forum (APEC) where a

meeting of environment ministers has already taken place and is envisioned to continue in the future.

A major issue for the Summit should be what kinds of institutional reforms can be put in place that will help push the sustainable development agenda forward in the hemisphere. As a result of thinking about the development of international institutions for environmental protection and sustainable development over the years, one thing has become clear; trade is one mechanism which encourages strong international institutions. Therefore, even if one has the goal of achieving sustainable development, one of the things that tends to drive the creation of the institutions that will assist in achieving sustainable development is the trade agenda.

This is apparent in the US where the interstate commerce clause is the part of the Constitution through which environmental and labour laws are justified, on the basis that there is a need for a level playing field for commerce among the states. In Europe, what started as a free trade agreement, has gradually grown and become the driving force in the development of common environmental standards and the means to enforce them throughout that continent, with hundreds of environmental directives in place at the European level on products and production processes alike. The original justification was the need to create a level playing field for business to facilitate the internal market, but the

end result has been higher standards throughout the continent through the harmonizing up of environmental laws in Europe. Of course, environmentalists who live in countries with the highest standards might complain about what they perceive has been a harmonizing down. But, taking the long view, the history of environmental policy making in Europe shows clearly that the drive toward European unity has been a major force pushing better environmental practices throughout the continent.

One important characteristic of the institutions that exist in Europe is the role for citizen involvement. In Europe, members of the public have the right to petition the European Commission in cases where European Union directives are being violated in their own countries. Citizen complaints of infractions of European Union environmental directives have increased rapidly, growing from just nine such complaints in 1982, to over 1,000 ten years later in 1992. Citizen complaints have been one of the most important ways in which the laws of the European Union have been enforced.

In North America, one can certainly argue that the same process that took place in Europe is beginning in very incremental stages, aided by the *North American Free Trade Agreement* (NAFTA) process. NAFTA has brought with it some noteworthy international institutions such as the Commission on Environmental Cooperation (CEC), the Border Environmental Cooperation Commission and the new North

American Development Bank (NADB). Many of these institutions have progressive provisions for public participation. The Border Environment Commission and the NADB, in particular, have some very path breaking provisions in this regard.

Prior to NAFTA there existed institutions that were designed for cooperation in North America, although they were not very effective. Similarly, in Europe, the Council of Europe had a number of environmental commissions. But, institutions with enforcement powers and some potential down the road to lead to some standards setting authority, have largely been the result of trade negotiations.

What is needed at the hemispheric level to promote sustainable development? While trade can certainly be a very powerful incentive for creating stronger environmental institutions, if the goal is sustainable development, acting as though the entire agenda of the Summit is trade and environment could undermine this goal. Therefore, one must consider environmental and sustainable development institutions.

There have been a number of good ideas put forward about what can be done to strengthen institutions at the hemispheric level. One of the more obvious questions is whether or not NAFTA is the proper place to begin, in terms of taking these institutions that have been created, having other countries join them and making that form the basis of the hemispheric

environmental regime. That is certainly one option, and one that will be looked at very carefully. There are some other options as well.

Recently both a trade committee and an environmental committee have been created at the OAS. In some ways, the OAS is an institution in search of a new mission now that the cold war is over, and this might be a logical place to begin. Among the ideas that have a great deal of merit for improving and strengthening the role of the OAS are: having more regular summit meetings, both with heads of state and other relevant ministers, as well as taking some of the conclusions of the Earth Summit such as Agenda 21 and the Rio Declaration, and trying to get the OAS to determine how they could use those documents to shape their own agenda.

Another suggestion that at first glance might not sound like an institutional option, concerns the Western Hemisphere Convention and what its role should be. The Convention has a mandate for nature conservation which is narrower than what is necessary for institutional strengthening in North America. On the other hand, it is something to work with, and often the line between a treaty and an institution is a very blurry one. It is important to remember that GATT, for instance, has been an international agreement for almost 50 years and remains a lot stronger than many of the international environmental institutions. So, whether it is a treaty or an institution, if it has regular meetings or conferences of the

parties, if it has a secretariat, if it has some of the functions that were identified as missing currently in the Western Hemisphere Convention, it could serve as a helpful starting point.

Other ideas include those that came out of the "Compact for a New World" process, which was convened prior to Rio. A number of prominent individuals from the hemisphere produced a recommendation for an America's Council on Trade and Environment that would meet regularly at a high level to take on some of these issues. That proposal was highlighted in a book that was published with the cooperation of the North-South Centre and the Organization of American States on trade and environment earlier this year. There is some question as to why one would want to create a new Council on Trade and Environment when the OAS exists. Why not use what exists, including the NAFTA institutions? But as a component of either the OAS or expanded NAFTA institutions, the proposal for an America's Council on Trade and Environment could be worth considering.

One institution that is worth considering is the role of the UN regional economic institutions, namely the Economic Commission for Latin America and the Caribbean (ECLAC). Although ECLAC has the disadvantage of being Latin American rather than including North America, it could be time to re-think how regional commissions of the UN are configured. The Economic Commission for Europe is one of the

strangest models in this regard in that it has long been a prominent forum where North Americans have tried to sort out their environmental problems. Canada and the US battled over acid rain there for years, which does not make much sense. Maybe North Americans should leave the Economic Commission for Europe to the Europeans and create something new at the hemispheric level in the Americas. The Economic Commission for Latin America and the Caribbean has begun an exhaustive research project on trade and environment that might serve as a starting point for a hemispheric initiative.

The subject of public participation pertains to any and all of the institutions that should be strengthened as a result of this process. It is very important that democracy — which is one of the three "basket" areas — is a fundamental component of the other "basket" areas as well. Where people are denied the opportunity to organize and where environmental information is not freely available, it is virtually impossible to make any headway on environmental issues or sustainable development issues. So, democracy should be a focal issue throughout this process and opportunities for public participation should be built into the institutions.

Although the OAS allows for very little public participation at this time, some of the NAFTA institutions have incorporated provisions for public participation. One promising model for public participation is the Canadian

National Round Table on the Environment and the Economy, a multi stakeholder forum where individuals from government, industry, non-governmental groups, citizen groups and others, can come together

to try to reach some consensus on difficult issues. It is worth considering how to replicate this idea beyond Canada and the US, throughout the hemisphere.

# 10

## The President's Council on Sustainable Development

*Molly Harriss Olson*

The 25 members of the President's Council on Sustainable Development (PCSD) were appointed by President Bill Clinton in June, 1993. David Buzzelli, Vice-President and Corporate Director of the Dow Chemical Company, and Jonathan Lash, President of the World Resources Institute, are the two Co-Chairs of the Council. Among its members the PCSD includes four Secretaries of Cabinet representing the Departments of Interior, Commerce, Agriculture, and Energy, as well as the Administrator of the Environmental Protection Agency. Its membership also counts leaders from business, environmental non-governmental organizations (NGOs) and labour and civil rights NGOs. So the work of the PCSD is represented by a broad spectrum of individuals. Indeed, this is the first time in the United States that a Council has been created which includes government, business and environment groups.

The PCSD has adopted the Brundtland Commission's definition of sustainable development which is "development that meets the needs of the present without compromising future generations' abilities to meet their own needs." Indeed, the PCSD has been engaged in a long process of developing a vision and some draft

goals that embody sustainable development. A group of ten such goals have recently been released for public comment and review.

The mission of the PCSD is fourfold. Its primary goal is to develop and implement a national strategy on sustainable development which must be delivered to President Clinton in June, 1995. Second, the President has specifically asked that the PCSD work to raise public awareness about the need for sustainable development. This often involves as much learning as consciousness raising. But the PCSD certainly has a catalytic role in encouraging communities and individuals to focus on the need to address the integration of economic and environmental policy making for the future. A third mission is to formulate demonstration projects that make clear what is meant by sustainable development. And the fourth mission is to establish a Presidential award which recognizes outstanding achievements in sustainable development.

The Council has broken into eight task forces which are essentially sectoral in nature. There is an Eco-Efficiency Task Force which has recently broken into four "teams" — a Chemicals Demonstration Team, a Metals Demonstration Team, a Printing

Demonstration Team and an Eco-Industrial Park Team. There is an Energy and Transportation Task Force which is examining scenario planning, predicting various situations and determining what the different scenarios mean for energy and transportation needs in the future. The Energy and Transportation Task Force is co-chaired by Hazel Rollins O'Leary, Secretary of the US Department of Energy, John Adams, Executive Director of the Natural Resources Defence Council, and Kenneth Derr, Chairman and CEO of Chevron — which is an interesting combination.

There is also a Task Force on Natural Resources Management and Protection which is divided on a regional basis into four "teams": Western, Mid-Western, Eastern and a Federal team which is looking at the policy at the federal level. This Task Force is examining eco-systems' management and watershed management.

The Public Linkage, Dialogue, and Education Task Force provides public outreach. This Task Force has broken into seven working groups: Policy, International, Academic/Scientific, Education, Business/Industry, State and Local Government, and Congressional. There is a Population and Consumption Task Force, a Sustainable Agriculture Task Force, a Principles Goals and Definitions Task Force, a Nature Reserve Task Force, and finally, there is a Task Force on Sustainable Communities. There are a number of working groups under this Task Force including Economic

Development and Jobs, Housing and Land Use, Environmental Justice, Transportation and Infrastructure, Social Infrastructure, Crime and Public Education, Public Participation, Planning and Financing, and Government Policies. Over 300 experts from around the country have been invited to serve on our task forces.

So, there are a number of activities going on. The PCSD is mushrooming and can certainly not be accused of being exclusive.

The Council hopes to finish its work in June of 1995, although the Executive Order anticipates extending its tenure for another two years. At the moment, the PCSD is struggling with the question of how to address some systemic questions related to sustainable development. How can economic and environmental policy making truly be integrated? There have been various debates about growth versus progress and there has been an ongoing debate about how to incorporate economic strategies into the work of the PCSD. The major problems that the US faces, both as a nation and internationally, are structural and systemic problems. The PCSD is struggling with how to incorporate that kind of view and approach into its work.

Rather than set up a scoping task force, the Council is going to try to bring in some economic expertise to assist in the development of some recommended approaches to the problem. The PCSD has been

described as the lynch pin of this administration for integrating economic and environmental policy. If it cannot get to the heart of what the systemic issues are that drive unsustainable behaviour, then I believe it will not have hit the mark, notwithstanding any of its other recommendations.

The challenges are enormous and the PCSD is quickly picking up speed and moving down the track. But, it is a small organization with a secretariat of around 15, and is federally funded with a core, annual budget of about \$1 million. Certainly the assistance of groups such as the National Round

Table on the Environment and the Economy is important in having played a pivotal role of getting these issues up on the agenda in the first place.

While the PSCD has a domestic focus and is not directly involved in the President's Summit of the Americas, it can act as a resource to ensure that international discussions are consistent with what the PCSD is attempting to achieve domestically. From this perspective, the Summit of the Americas is a great opportunity to focus the highest level of attention on these issues and on how to integrate economic and environmental policy.

# Capacity Building

*Marc Dourojeanni*

11

**W**hen considering the state of, and prospects for, institutions in Latin America to promote sustainable development, the first questions that must be asked are: what is an institution for sustainable development? Is it any different from the classic development institutions, and what characteristics make it better suited to address the issues that make up sustainable development?

Sustainable development is very difficult to define in exact terms. In Latin America and elsewhere, sustainable development means something different for every person who deals with it. However, despite its many complexities, there are some general parameters around sustainable development that could frame an appropriate institution.

The main characteristic of such an institution is that it should be based on consultation and public participation. Sustainable development inherently involves conflict between a long and prosperous future and very hard decisions today; decisions such as how to limit population growth, how to encourage equity and how to change consumption patterns. Public participation might be the only way to encourage individuals to accept the hard choices today that will lead to a sustainable future. Democracy, accountability, and participation, as they exist in Latin America at present,

are insufficient to promote sustainable development.

A second requirement for a sustainable development institution is that it provide meaningful access to accurate information. In Latin America there has been a tremendous increase in the amount of information available to the public. However, often the information is biased or incorrect and the public is not motivated to read it, thereby rendering it useless. The mass media could be a useful tool to address this issue.

A third requirement for sustainable development is that not only is it necessary to have good information, but it is also necessary to have a population that is able to make use of the information in the participation process. In some countries of the hemisphere this poses a problem as the capacity and the level of education regarding environmental and ecological issues is low and has not progressed during the last decade. Closely related to education, is the ability to apply environmental and social ethics in a disciplined fashion to change the way personal decisions are made.

Many countries of the hemisphere may find that their judicial systems are ill-equipped to address the conflicts inherent in advancing sustainable development. Often, there is too much

concentration and centralization of power in developing countries. In terms of the laws that exist, environmental legislation in Latin America is often very progressive on paper, so progressive indeed that its relationship to local conditions is nonexistent; in striving for the "best" law, that law is made inapplicable. This leads to legislation that is unenforced and unenforceable. Indeed, effective law enforcement to promote sustainable development will require technological capacity that is currently non-existent in the government institutions.

A second typical problem with legislation in some developing countries, is that there is rarely an appropriate, balanced, use of the principle of the "carrot and the stick". What tend to exist are either inducements or sanctions, neither of which work effectively in isolation.

A third common characteristic of some Latin American legislation is that it is often very general but the regulations under it are very precise. Regulations are made by the state, in the total absence of public participation. This brings about situations where the regulation bears no relation to the law and often reflects neither the substance nor the spirit of the law.

Over the last five years there have been many changes in the state of public institutions in Latin America. First, all over Latin America there has been a dramatic reduction in the size of the state. For example, Peru, which used to have some 5,000 officers to

deal with natural renewable resources, today has 300. These reductions in size, however, are not necessarily accompanied by major efficiencies. Salaries are still very low even for high level civil servants. In terms of capacity, the down-sizing is dangerous in some countries. It is essential to have people in the field, monitoring pollution and so forth.

As well, the reductions have led to increased privatization in many countries. Not only are some public services, industries or airlines being nationalized (which usually improves environmental management) so are a range of natural resources such as forests and water, for example. When privatizing natural resources major environmental and social risks occur. The private sector is encouraged to develop resources in manners which are not sustainable, with very little regulation.

There is some positive movement, however. Over the past 20 years some governments in Latin America have created ministries of the environment. Argentina has very recently established an environmental ministry, joining Bolivia, Brazil, Colombia, Costa Rica, Mexico and Venezuela. Indeed, most of the 34 countries in the hemisphere have at least an environmental department in government. One notorious exception is Peru. Some of these countries have national commissions for the environment which are usually planning agencies with no capacity to enforce any laws.

Over the last year and a half, there have been at least two noticeable changes in the approach of Latin American governments to sustainable development. First, in Bolivia, with the assistance of a \$40 million loan from the Inter-American Development Bank, a ministry of sustainable development is being established. Second, the Costa Rican government is developing a true national policy on sustainable development.

So, there is a trend in the public sector to take seriously environmental issues, although the vast majority of the countries of the hemisphere still lack the capacity or the institutions to do so on the domestic front. This makes it difficult in most cases to implement international agreements, or to undertake any more new international obligations to encourage sustainable development. Therefore, before new commitments are undertaken, it is necessary to examine closely what correlation exists between what is signed internationally and what can really be achieved at the local level.

The private sector is increasingly taking on added roles in the economies of some Latin American countries, often with some success. While business is often able to introduce greater efficiency, unless one is a shareholder with a vote, business does not apply the principle of public participation in making choices that will affect the nature of development. This is very important to bear in mind, because there is a strong push to promote private sector activity in all sectors. While this is

important, there ought to be a limit to the role of the private sector.

The non-governmental community (NGOs) has made tremendous progress over the last few years in Latin America where there are now somewhere in the range of seven to ten thousand NGOs. However, although this is a positive development, NGOs cannot replace governments. Indeed, as time goes on, some NGOs are beginning to experience some of the same problems the governments have had to face — bureaucratization, lack of consultation, and undemocratic practices.

There is no question that there should be some follow-up to the Miami Summit. The Summit itself is the beginning of a process — the "talking" stage. The process should continue through the appropriate institutional context. But, before the appropriate institution to follow-up the Summit can be identified, it is important to know what is agreed on by the leaders. On that note, it is worthless to convene a meeting merely to repeat things that are already known. The primary concern is how to finance the incremental costs of sustainable development. This will be the only difference between what has been said before and what can be done now. The substantive issues such as energy and forests do not change, but the means to implement the changes that are necessary in the consideration of these issues must change. Funding is required by all Latin American

institutions. This is a good reason to have a meeting.

The Organization of American States (OAS) seems to be the logical institution to follow-up on the Miami Summit. Institutional change is necessary in most international institutions, including the multilateral development banks. Such change could address issues of the kinds of credits available, the length of time, the amounts, and organization of operations, and the quality of the monitoring.

From an institutional perspective, both the role of the United Nations and of the OAS should be reviewed. There should be less competition and more cooperation between them and especially among their own agencies. Sustainable development has already been invented, even though there is no cohesive understanding of what it is or what it requires; thousands of dollars are spent trying to figure it out. Existing agencies must all be examined to determine the varied functions they can play in this complex pursuit.

# Preliminary Conclusions

*Sarah Richardson*

# 12

In order to ensure the prominence and importance of sustainable development as a core consideration at the Summit of the Americas, the heads of states and governments might usefully consider trade and investment issues in the context of rational resources management and adequate environmental stewardship. In order to achieve such an integrative approach to economic growth in the Americas and the Caribbean, heads of states and governments should ensure that the expansion of free trade arrangements among countries of the Americas, the Caribbean and beyond, are accompanied by provisions relating to the capacity for governments to address environmental concerns. It also requires a strong, hemispheric cooperation framework that includes pollution prevention, economic instruments, the systematic strengthening and harmonization of standards on a consensus basis, effective legal remedies, and public participation. It also requires hemispheric approaches to global issues including forests, biodiversity, energy and climate change, and toxics.

The Task Force has drawn a number of preliminary conclusions.

- There is some concern over the "three baskets" approach. While it is important that sustainable development continue to be one of the three major

agenda areas for Miami, the environmental dimensions of hemispheric policy extend into the core economic and political domains. Thus, the ecological dimensions of market integration should be fully considered and valued in any moves towards trade and investment liberalization that the Miami heads will discuss and might endorse.

- There is a need for a plan of action to follow up on any declarations which are made at the Summit, as the American Administration well recognizes. This could take the form of further regular meetings of hemispheric heads on an annual or biennial basis and follow up meetings of the most relevant portfolio ministers. Of primary importance is the meeting of hemispheric trade ministers at which environmental questions should be given full attention. Also of value are similar gatherings of natural resource ministers. A meeting of hemispheric environment ministers may offer less potential given the weakness or absence of environmental departments in many hemispheric countries. However, countries of the hemisphere should be encouraged, perhaps through a follow up environment ministers meeting, to set up domestic, governmental bodies that deal with the environment within government (ministries of the environment or their equivalent) responsible for creating and implementing effective rules to govern the environment.

- Following the NAFTA experience, American environmental organizations and other sustainable development bodies have developed an enriched understanding of and commitment to the value of multilateral approaches to trade policy and, in particular, the potential of the three NAFTA institutions. The Miami Summit should endorse the principle of NAFTA accession as the dominant approach to further trade liberalization in the hemisphere, and link simultaneously such accession to the obligatory adherence to a larger organization, based on the North American Commission on Environmental Cooperation (NAAEC).
- A number of useful instruments exist in the hemisphere which could be used more effectively to support sustainable development. These include, *inter alia*, UNCED's Climate Change and Biodiversity Conventions, the Western Hemisphere Convention, 1940, as well as institutions such as the Organization of American States (OAS), the Economic Commission for Latin America and the Caribbean (ECLAC), and the development banks in the hemisphere. There should be a systematic hemispheric examination of, and approach to, working with and strengthening the capacity of the most useful existing treaties and institutions. Leaders at the Summit should commit their governments to signing and/or effectively implementing existing treaties, and joining and supporting those existing organizations best placed to support sustainable development.
- The financial resources available to further the sustainable development agenda in the hemisphere are severely restricted. In addition to working with existing instruments, the heads of government should attempt a thorough assessment of the hemisphere which examines the impact of government economic policies and expenditures as they effect resources use, resources conservation, efficient energy use and pollution prevention. In so doing, they should redirect existing funds better to support sustainable development initiatives for the hemisphere.
- The hemisphere might consider the creation of a separate, independent environmental agency to look at hemispheric environmental issues or, in the context of NAFTA accession, building on and expanding the NAAEC. The hemisphere could also consider, given its particular interest, the optimum architecture of a prospective new, global environmental organization as part of the major effort likely to take place in the coming years to reform international institutions. There is support for public participation, transparency and access to information as an important part of any institutional reform in the hemisphere.
- The impact of structural adjustment in Latin America and the Caribbean has led to a decline in the funding of research and education. The countries of the hemisphere might usefully consider a scientific cooperation agenda to further research and development and to build capacity.

- Given the rapid convergence of values within the hemisphere, there may now be a basis for articulating a common set of hemispheric principles about sustainable development broadly defined. The Miami heads could either endorse a hemispheric Earth Charter, a short, simple, eloquent statement of the Brundtland ideals as relevant to the contemporary hemisphere, as a base on which to build a global consensus beyond the Rio Declaration, or, launch a specific process to elaborate such a declaration for submission at a subsequent meeting of leaders.
- Leaders at Miami, and their ministers, should work towards strengthening a common framework for environmental indicators and improving and harmonizing environmental standards on a consensus, multilaterally-oriented basis. One practical initiative could be building on the US Toxic Release Inventory and Canada's similar system for reporting on pollutants' release. Another would be the strengthening and expansion of the North American Environmental Standards Working Group, into a hemispheric forum for developing on a multistakeholder basis, environmental standards systems based on a full environmental management systems approach.
- Despite the many challenges in addressing the energy sector's contribution to controlling CO<sub>2</sub> emissions, one practical step could be to have the electrical utilities and industries of hemispheric countries jointly share in-

formation and technology and develop an action program to reap the many efficiencies in this sub-sector.

The hemisphere is the steward of 52.3% of the world's tropical forest and 36.3% of the world's temperate forest. But it has been deforested at a rate of 4% over the course of the last decade. The hemisphere is responsible for 29.4% of the world's energy production - more than any other region of the world. Twenty-four percent of this is from solid fuels (primarily coal). The percentage of energy from coal is up 395% in South America over the last two decades. In 1991, the hemisphere was responsible for 28% of the world's CO<sub>2</sub> emissions. The populations and economies, as well as the economic interdependencies in the hemisphere, continue to grow. In 1991, the countries of the OAS accounted for 31.1% of the world's GNP and economic growth was registered at 3.5%. Growth, and intensifying hemispheric economic interdependence through trade and investment, threatens significant ecological and, ultimately, economic damage unless pursued in sustainable ways.

The Summit of the Americas provides the heads of government in the Western Hemisphere with a unique and timely opportunity to exercise leadership in shaping, steering and promoting this critical regional, sustainable development agenda.

# APPENDIX A

## Advancing Sustainable Development at the Summit of the Americas

Monday, July 11, 1994

*Johns Hopkins School of  
Advanced International Studies  
Room 806, Rome Building  
1619 Massachusetts Avenue NW  
Washington, D.C.*

### AGENDA

8:45-9:00

#### **Welcoming Remarks**

**Kathleen Rogers**  
*National Audubon Society*

**Lynn Greenwalt**  
*Vice-President, International  
National Wildlife Federation*

9:00-9:15

#### **A Canadian Perspective on the Summit of the Americas**

Purpose. Perspectives. Suggested priorities and proposals.

**Pierre Marc Johnson**  
*Vice-Chair, NRTEE*

9:15-9:30

#### **An American Perspective on the Summit of the Americas**

Why did the US call the Summit? What improvements in the existing hemispheric institutions and practices relevant to sustainable development can Miami make? What does the US Administration plan to do and hope to achieve at Miami?

**Ambassador Charles A. Gillespie**  
*Senior Coordinator for the Summit of the Americas, 1994  
US Department of State*

9:30-9:45

#### **A Latin American Perspective on the Summit of the Americas**

**Gustavo Alanis Ortega**  
*Presidente, Centro Mexicano de Derecho Ambiental*

#### **Selected Priorities for Action**

What are the priorities that should be addressed at the hemispheric Summit? What are the economic, environmental and social impacts of current hemispheric practice and regimes? What is the scope for increased environmental cooperation or environment/economy cooperation in the hemisphere to improve this performance?

9:45-10:45

**Forests**

**William Mankin**  
*The Global Forest Policy Project*

Discussion

10:45-11:00

**Break**

11:00-12:00

**Biodiversity and Conservation**

**Brookes Yeager**  
*Director Public Policy*  
*US Department of the Interior*

Discussion

12:00-1:00

**Lunch**

1:00-1:45

**Toxics**

**Janine Ferretti**  
*Executive Director, Pollution Probe*

Discussion

1:45-2:30

**Energy**

**Patrick Keegan**  
*Vice-President, International Institute for Energy Conservation*

Discussion

2:30-3:30

**NAFTA Accession**

**Stewart Hudson**  
*National Wildlife Federation*

Discussion

3:30-3:45

**Break**

3:45 - 4:45

**Sustainable Development in the Hemisphere: Existing and Necessary Institutions and Public Participation**

What global and regional intergovernmental institutions deal with sustainable development in the hemisphere, and how effective are these institutions? What new institutions do we need? What role do NGOs play, and how do they relate to the work of the intergovernmental institutions in general and in the lead up to the Summit? How can public participation be enhanced in preparation for the Summit and at the Summit itself? How can public participation be assured in new or existing institutions in the future?

**Hilary French**

*Senior Researcher, Worldwatch Institute*

**Molly Olson**

*Executive Director*

*President's Council for Sustainable Development*

**Discussion**

4:45-5:15

**Capacity Building**

How can we direct existing financial resources and manage them so that those resources most effectively promote sustainable development (both existing lending sources, and bilateral aid)? How can we best promote other resource transfers, e.g., technology cooperation and educational linkages?

**Mark Duorojeanni**

*Director, Environment*

*Inter-American Development Bank*

**Discussion**

5:15-5:30

**Areas of Consensus and Concluding Remarks**

**Pierre Marc Johnson**

6:00-8:00

**Reception**

Canadian Embassy

# APPENDIX B

## Advancing Sustainable Development at the Summit of the Americas

### PARTICIPANTS

July 11, 1994

**Peter Adriance**

*Citizens Network DC  
Baha'is of the United States  
1320 19th Street, NW  
Suite 701  
Washington, DC 20036*

**Gustavo Alanis Ortega**

*Presidente  
Centro Mexicano De Derecho Ambiental  
Monte Parnaso 160  
Lomas de Chapultepec  
11000 México, DF*

**Nancy Alexander**

*Bread for the World  
1100 Wayne Avenue  
Suite 1000  
Silver Spring, MD 20910*

**Rolando Bahamonde**

*Director, Planning  
Americas Branch  
Canadian International Development  
Agency  
200 Promenade du Portage  
10th Floor  
Hull, Quebec K1A 0G4*

**Susan Bass**

*Director, Inter-American Program  
Environmental Law Institute  
1616 P Street NW  
2nd Floor  
Washington, DC 20036*

**André Beaulieu**

*McGill Faculty of Law  
Graduate Programmes and Law  
3661 Peel Street  
Montréal, Québec  
H3A 1X1*

**Barbara Bramble**

*Director of International Programs  
National Wildlife Federation  
1400 16th Street, NW  
Washington, DC 20036-2266*

**François Bregha**

*President  
Resources Future International  
Suite 406  
1 Nicholas Street  
Ottawa, Ontario  
K1N 7B7*

**John Bullard**

*Office of Sustainable Development/NOAA  
Department of Commerce  
14th & Constitution Ave., NW  
Room 5222  
Washington, DC 20230*

**Ines Bustillo**

*ECLAC  
1825 K Street, NW  
Suite 1120  
Washington, DC 20006*

**Isaac Cohen**

*Director  
ECLAC  
1825 K Street, NW  
Suite 1120  
Washington, DC 20006*

**Sheldon Cohen**

*Biodiversity Action Network (Bionet)  
424 C Street, NE  
Washington, DC 20002*

**Brian Dickson**

*Canadian Ambassador to the OAS  
501 Pennsylvania Ave., NW  
Washington, DC 20001*

**Mark Dourojeanni**

*Chief, Environment  
Inter-American Development Bank  
1300 New York Avenue NW  
Washington DC, 20577*

**Don Edwards**

*Citizens Network for Sustainable  
Development  
51 S Street, NW  
Washington, DC 20001*

**Janine Ferretti**

*Executive Director  
Pollution Probe  
12 Madison Avenue  
Toronto, Ontario  
M5R 2S1*

**Michael Ferrantino**

*International Economist  
International Trade Commission  
500 E Street, SW  
Room 602 F  
Washington, DC 20436*

**Lynn Fischer**

*Research Associate  
Natural Resource Defence Council  
1350 NY Ave. NW, 3rd Floor  
Washington, DC 20005*

**Stephanie Foster**

*Special Assistant to the Chair  
Ontario Hydro  
700 University Avenue  
Toronto, Ontario  
M5G 1X6*

**Hilary French**

*Senior Researcher  
Worldwatch Institute  
1776 Massachusetts NW  
Washington, DC 20036*

**Laura Gaughan**

*US Department of Commerce  
14 Constitution Street, NW  
Room 3826  
Washington, DC 20230*

**Ambassador Charles A. Gillespie**

*Senior Coordinator for the Summit of the  
Americas, 1994  
US Department of State  
Washington, DC 20520*

**Luis Manuel Guerra**

*Instituto Autonomo de Investigaciones  
Ecologicas (INAINE)  
Castellos Quinto 87  
Colonia Centinela CP 04450  
Distrito Federal  
MEXICO*

**Susana Guvnan**

*Assistant to Luis Manuel Guerra  
Instituto Autonomo de Investigaciones  
Ecologicas (INAINE)  
Castellos Quinto 87  
Colonia Centinela CP 04450*

Distrito Federal  
MEXICO

**Susan Holtz**

*Stanbrae Road, Ferguson's Cove  
Box 49, Site 15  
RR 5 Armdale, Nova Scotia  
B3L 4J5*

**Rob Housman**

*Centre for International Environmental Law  
(CIEL)  
1621 Connecticut Ave., NW  
Suite 200  
Washington, DC 20009-1076*

**Stewart Hudson**

*Legislative Representative  
International Program  
National Wildlife Federation  
1400 16th Street, NW  
Washington, DC 20036-2266*

**Pierre Marc Johnson**

*Directeur  
McGill Faculty of Law  
Graduate Programmes and Law  
3661 Peel Street  
Montréal, Québec  
H3A 1X1*

**Patrick Keegan**

*Vice-President  
International Institute for Energy  
Conservation  
750 First Street NE  
Suite 940  
Washington, DC 20002*

**John Kirton**

*Professor, Department of Political Science  
University of Toronto  
c/o 91 Roe Avenue  
Toronto, Ontario  
M5M 2H6*

**Hélène Laverdière**

*Third Secretary  
Canadian Embassy  
501 Pennsylvania Ave., N.W.  
Washington, DC 20001*

**Donald Lesh**

*President  
Global Tomorrow Coalition  
1325 G Street N.W.  
Suite 1010  
Washington, DC 20005-3104*

**Diane Lowry**  
*Vice-President*  
*Global Tomorrow Coalition*  
1325 G Street NW  
Suite 1010  
Washington, DC 20005-3104

**Bill Mankin**  
*The Global Forest Policy Project*  
1400 16th Street, NW  
Suite 502  
Washington, DC 20036

**Nina McClelland**  
*Chairman, President and CEO*  
*NSF International*  
3475 Plymouth Road  
Ann Arbor, MI  
48105 USA

**Stan Miles**  
*Economic Analyst*  
*Bureau of Inter-American Affairs*  
Room 3248  
2201 C Street, NW  
Washington, DC 20520

**Mary Minette**  
*Trade and Environment*  
*National Audubon Society*  
666 Pennsylvania Avenue, SE  
Washington, DC 20003

**Juanita Montalvo**  
*Director of Programs*  
*Canadian Foundation for the Americas*  
*FOCAL*  
55 Murray Street, Suite 230  
Ottawa, Ontario  
K1N 5M3

**Molly Olson**  
*Executive Director*  
*President's Council for Sustainable*  
*Development*  
1849 C Street NW  
MS-7456-MIB  
Washington, DC 20240

**Ralph Osterwoldt**  
*Environment Directorate*  
*World Bank*  
1818 H Street NW  
Washington, DC 20433

**Bob Page**  
*Dean*  
*Faculty of Environmental Design*  
Room 1002-ES, Earth Science  
University of Calgary  
2500 University Dr. NW

Calgary, Alberta  
T2N 1N4

**Scott Paul**  
*Office on Environmental Policy*  
Old Executive Building  
Room 360  
Washington, DC 20501

**Allan Putney**  
*Acting Executive Director*  
*International Union for Conservation of*  
*Nature and Natural Resources (IUCN)*  
1400 16th Street NW  
Washington, DC 20036

**Herb Raffaele**  
*Department of the Interior*  
*U.S. Fish and Wildlife Service*  
4401 North Fairfax Drive  
Suite 860  
Arlington, Virginia 22203

**Sarah Richardson**  
*Foreign Policy Advisor*  
*National Round Table on the Environment*  
*and the Economy*  
1 Nicholas Street, Suite 1500  
Ottawa, Ontario  
K1N 7B7

**Kathleen Rogers**  
*Wildlife Counsel*  
*National Audubon Society*  
666 Pennsylvania Ave S.E.  
Washington DC 20003

**Robin Rosenberg**  
*Deputy Director*  
*North/South Centre*  
1500 Monza Avenue  
Coral Gables, FL 33146-3027

**David Rovinsky**  
*Acting Program Coordinator*  
*Centre of Canadian Studies*  
1740 Massachusetts Avenue NW  
Washington, DC 20036

**David Runnalls**  
*International Development Research Centre*  
250 Albert Street, Bureau 1360  
Ottawa, Ontario  
K1P 5E6

**Julia Sagebien**  
*Professor*  
*Saint Mary's University*  
Halifax, Nova Scotia  
B3H 3C3

**Catherine Scott**  
*Trade and Environment Coordinator*  
*The Nature Conservancy*  
1815 North Lynn Street  
Arlington, Virginia 22209

**Carol Smith-Wright**  
*Canadian Embassy*  
501 Pennsylvania Avenue NW  
Washington, DC 20001

**Frances Spivy-Weber**  
*Citizens Network for Sustainable  
Development*  
1308 South Carolina Ave., SE  
Washington, DC 20003

**Dahlia Stein**  
*National Planning Association*  
1424 16th Street, N  
Suite 700  
Washington, DC 20036

**Professor Steve Stein**  
*Senior Research Associate*  
*North/South Centre*  
1500 Monza Avenue  
Coral Gables, FL 33146-3027

**Nancy Steerts**  
*Harvie Steerts Management International*

**Konrad von Moltke**  
*Dartmouth College*  
6182 Murdough Centre  
Hanover, New Hampshire 03755-3560

**Brookes Yeager**  
*Director, Public Policy*  
*US Department of the Interior*  
1849 C Street, NW  
Washington, DC 20240

**The Ministers of Foreign Affairs of the Republics of  
Costa Rica, El Salvador, Guatemala, Honduras,  
Nicaragua and Panama**

**CONSIDERING:**

That the Tegucigalpa Protocol, which institutes the Central American Integration System (SICA) reaffirms, among its objectives "To establish concerted actions directed to the preservation of the environment through respect and harmony with nature, ensuring a balanced development and rational exploitation of the region's natural resources, with the perspective to establish a New Ecological Order in the region."

That the forestry development potential of Central America is based on its existing 19 million hectares of natural forests and in its 13 million hectares of lands with forestry potential that are presently without forests;

That the wealth and diversity of the different life zones and species found in the region's tropical forests, linked to its isthmic nature, as a bridge between the continental masses of North and South America, make this Central American Region the most important deposit of genetic wealth and biological diversity in the world;

That, in contrast with this wealth, there is another reality: at present, more than 20 million Central Americans live in poverty conditions, particularly those 14 million that live in extreme poverty conditions since they cannot even satisfy their basic needs of nutrition. It is important to point out that two thirds of the poor live in rural areas;

That, every day, in the region, it becomes more evident that poverty worsens forest and local environmental degradation, and increases even more with the external debt and the loss in the terms

of exchange, all products of an unbalanced growth in the previous decades;

The in the rural sector, the concentration of land is even greater than what the indices show since, frequently, the best lands are occupied by those that have the means and technology to exploit them, relegating the poor to poor quality land, basically on the hill sides. This is the habitual cause for deforestation and the high levels of erosion and soil loss observed in the region, which lead to an even greater impoverishment of those who work these areas;

That a frontal attack on poverty is a fundamental part of the restructuring and modernizing strategies of the economy. This strategy requires the massive incorporation of technical progress in productive efficiency and greater social equity, to increase the quality of life of this poor majority, and to facilitate and support their absolute access to the productive and investment processes and to increase their productive performance;

That forest resources which cover 45% of the regional territory, and the soils with forestry potential, which add up to 60% of the region, must play a prevailing role in this strategy;

The despite this potential, it is estimated that about 416,000 hectares per year are deforested (48 hectares per hour), at a rate that increases over time;

That deforestation in the upper watersheds has provoked erosion, floods, drought, losses in the agricultural and forestry potentials, and losses in biodiversity, whose joint effects limit the development opportunities and worsen rural poverty, thus reducing the quality of life of Central Americans;

That the high levels of external indebtedness and the subsequent debt service charges reduce the possibility of long-term investment, particularly that which is associated with the sustainable development of natural resources and, rather, increases the pressure on them and on the soil resource which runs the risk of over-exploitation for the production of high input and short-term crops which can generate

the foreign exchange required to service that debt;

That the potential of the Central American forests to produce goods and services is not being value in its just dimension, nor is it used in a rational and sustainable manner. The genetic diversity, the scenic value, their potential to produce timber and non-timber goods can be the basis for not only conserving forest resources, but also for making them contribute, in a significant and sustainable manner, to abate underdevelopment in Central America;

That the forest resource must contribute to increase the quality of life of the Central American people through the fostering and promotion of national and regional actions conducive to decreasing its loss, ensuring its rational use and to establish the mechanisms required to revert the process of its destruction.

## AGREE ON THE FOLLOWING CONVENTION:

### CHAPTER I

#### FUNDAMENTAL PRINCIPLES

- Article 1.** Principle. According to the United Nations Charter and the principles of international law; the signing States of this Convention, reaffirm their sovereign right to proceed to use, manage and develop their forests in agreement with their own policies and regulations, as a function of:
- a. Their needs for development.
  - b. Conserving and sustainably using their forestry potential as a social and economic function.
  - c. Ensuring that the activities under each control and jurisdiction, do not cause environmental damages to the country nor to other countries in the region.
  - d. Strengthening the application of policies and strategies contained in the Forestry Action Plans of each

of the Member Countries. Therefore, the Convention and its derived Programs must not affect the activities that each country is carrying out in its forest areas, nor its access to financial resources from international agencies.

- Article 2.** Objective. The objective of the present Convention is to promote national and regional mechanisms that will prevent a change in land use of those areas covered with forests that are occupying lands with forestry potential, and to recover those deforested areas, to establish a homogeneous soil classification system, through the reorientation of settlement policies in forest lands, the discouragement of actions that propitiate forest destruction in lands with a forestry potential, and the promotion of a land-use planning process and of sustainable options.

### CHAPTER II

#### POLICIES FOR THE SUSTAINABLE DEVELOPMENT OF THE FOREST RESOURCE

- Article 3.** The Contracting States of this Convention commit themselves to:
- a. Maintaining the options open to sustainable development for the Central American countries, through the consolidation of a National and Regional System of Protected Wildlands, that ensure the conservation of biodiversity, the maintenance of vital ecological processes, and the utilization of sustainable flows of goods and services of their natural forest ecosystems.
  - b. Orienting national and regional agricultural programs, under an integral vision, where the forest and the trees constitute a basic element of produc-

tivity and the soils are used according to their best aptitude.

- c. Orienting national and regional forest management programs under a conservationist view, where:
  - i. The rehabilitation of degraded and secondary forests has high priority since they constitute an abundant forest mass in the region, with an already established infrastructure, which represent a great potential for improving the standard of living for two thirds of the poor that live in the rural areas.
  - ii. The management of the primary natural forests acts as a buffer to stop or reduce pressures to their conversion to other land uses.
- d. Orienting national and regional reforestation programs to recover degraded lands, preferably of forestry aptitude and presently under agricultural use, such that they can provide multiple uses to different land users, giving preference to the promotion of native species, and to the local participation in planning, implementation and distribution of benefits. These programs must give priority to the supply of fuelwood for domestic consumption, and to other forest products of local community use.
- e. Making the necessary efforts to maintaining a dynamic large-scale inventory of the forest cover in the countries of the region.

### **CHAPTER III**

#### ***FINANCIAL ASPECTS***

**Article 4.** The Contracting States of this Convention must:

- a. Propitiate the creation of Specific National Funds

such that, since the moment they are conceived, they can financially support national priorities identified on the basis of the objectives outlined in Chapter II.

- b. Create mechanisms that ensure there-investment of income generated by the forest resource (timber use, ecotourism, potable water supply, hydroelectric production, biotechnology, and others).
- c. Create mechanisms that, according to the possibilities of each country, ensure credit access to groups such as ethnic groups, women, youth, civic associations, local communities, and other vulnerable groups, in a manner such, that they can develop programs according to the features of this Convention. This should also be applicable to specific national funds such as those in the system of financial intermediaries already in existence.
- d. Strengthen international negotiating processes (commerce, external debt administration, bilateral and multilateral cooperation) such that they can channel financial resources destined to strengthen these funds.
- e. Propitiate the necessary methodological modifications in the System of National Accounts in each country, that will allow for the introduction of environmental parameters that will allow for the value and depreciation of forest resources and soils in estimating the economic growth indicators in each country (the Gross National Product).
- f. Establish mechanisms to avoid the illegal traffic of flora and fauna species, timber and other products. Particular emphasis should be dedicated to the control of illegal commerce in the border areas between countries of the region.

## CHAPTER IV

### POPULAR PARTICIPATION

**Article 5.** The States of the Region must:

- a. Promote the participation of all interesting parties, including local communities and indigenous populations, private enterprise, workers, professional associations, nongovernmental organizations, and individuals, and the inhabitants of forested areas, in the planning, implementation and evaluation of national policy resultant from this Convention.
- b. Recognize and duly support the cultural diversity, respecting the rights, obligations and needs of indigenous peoples, their communities and those of the other inhabitants of forested areas.

## CHAPTER V

### INSTITUTIONAL STRENGTHENING

**Article 6.** The Contracting States of the present Convention must:

- a. Strengthen the sectorial and inter-sectorial coordinating mechanisms in order to impel sustainable development.
- b. Strengthen the forestry development institutional framework in each country, through the adoption of the National Tropical Forestry Action Plans, as mechanisms to reach the objectives of this Convention.
- c. Create environmental attorney general's offices in the legal framework of each country, that will watch for the protection and improvement of the forest resource.

- d. Create, by law, through the respective legislative powers, the obligation to carry out environmental impact studies in forest areas where large scale forestry concessions, or other economic activities, are being proposed, that may have a negative impact on the forest.
- e. Profit from the comparative advantages of each country, propitiating their transfer to the rest of the countries.
- f. Strengthen the region's technical capacity through training and applied research programs, and the promotion of forestry techniques in productive and planning activities.
- g. Data on infrastructure and necessary means to ensure quantity and quality of forestry seeds that may be needed.
- h. Data on the personnel necessary for the vigilance and conservation of national forests.

## CHAPTER VI

### REGIONAL COORDINATION

**Article 7.** The Central American Commission on Environment and Development (CCAD) is instructed to implement a Central American Council on Forests in conjunction with the National Administrations of Environment and Development, integrated by Forest Service Directors of each country, the National Coordinators of the Tropical Forestry Action Plans, or the authority designated by each State, who together will have the responsibility of the follow-up of this Convention.

**Article 8.** CCAD is given the mandate to request support from international organizations or friendly governments, in

order to fund coordinating activities for the implementation of this Convention.

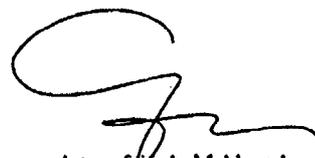
## CHAPTER VII

### GENERAL RESOLUTIONS

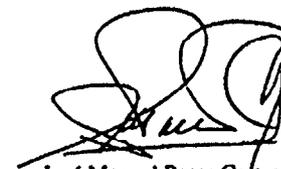
- Article 9.** Ratification. The present Convention shall be submitted to ratification by the signatory States, according to the internal standards of each country.
- Article 10.** Adherence. The present Convention remains open to the adherence of other States of the Mesoamerican Region.
- Article 11.** Deposit. The instruments of ratifications or of adhesion and denunciation of the present Convention and its amendments, shall be deposited and registered in the General Secretariat of the Central American Integration System (SICA), who will communicate them to the Chancelleries of the rest of the Contracting States.
- Article 12.** State of Being in Force. The present Convention shall be in force on the date the fourth instrument of ratification has been deposited. For each State that ratifies or adheres to the Convention, after the fourth instruments of ratification has been deposited, it will be in force, for that State, on the date its instrument of ratification is deposited.
- Article 13.** Registration in the United Nations. When this Convention and its amendments are in force, the General Secretariat of SICA shall proceed to send a certified copy of these, to the General Secretariat of the United Nations, for the purposes of registration that are indicated in Article 102 of this Organization.
- Article 14.** Denunciation. The present Convention shall be denounced when any Contracting State so decides. The

denunciation shall have effect, for the denouncer State, 180 days after it has been deposited and the Convention shall continue in force for the rest of the States, as long as at least three of them remain adhered to it.

IN WITNESS WHEREOF, the present Convention is signed in the City of Guatemala, Republic of Guatemala, on the twenty ninth day of the month of October, nineteen ninety three.



Arturo Fajardo Maldonado  
Ministro de Relaciones  
Exteriores de Guatemala



José Manuel Pacas Castro  
Ministro de Relaciones  
Exteriores de El Salvador



Mario Cármas Zapata  
Ministro de Relaciones  
Exteriores de Honduras



Ernesto Leal Sánchez  
Ministro de Relaciones  
Exteriores de Nicaragua



Bernd Niehaus Quesada  
Ministro de Relaciones  
Exteriores y Culto de  
Costa Rica



José Raúl Mulino  
Embajador Extraordinario y  
Plenipotenciario en Misión  
Especial de Panamá

# APPENDIX D

## AMERICA'S FOREST PROGRAM

June 1994

Prepared by

*Secretaria de Recursos Naturales y Ambiente Humano*  
*Subsecretario de Recursos Naturales* **Dr. Humberto Ruchelli**  
*Director de Recursos Forestales Natros Ing.* **Carlos E. Merenson**  
*San Martin 459, 2 piso, Buenos Aires, República Argentina*  
*Tel. (54-1) 394-1180 int. 8-489 - Fax (54-1) 394-2954 int. 8443/49*

*Fundación NATURA*  
*Directora Ejecutivo Sta Loundes* **Luuqe de Jaramillo**  
*Av Carlos Julio Arosemena, Edificio Investamar, Guayaquil, Ecuador*  
*Tel (593-4) 20-5152/1628 - Fax (593-4) 20-2073*

*Instituto Ecuatoriano Forestal y Areas Naturales y de Vida Silvestre*  
*Director Ejecutivo: Ing Dipl* **Jorge Barba Gonzalez**  
*Av. Eloy Alfaro y Av. Amazenas, 8 piso of 807, Quito, Ecuador*  
*Tel: (593-2) 54-1955 1988-8924 - Fax (593-2) 56-4037*

### Continental Proposal on Forest Cooperation "AMERICA'S FOREST PROGRAM"

#### 1. Introduction

Forests of the Americas play a central role in global environmental problems. The future of these forests is closely linked to many of the world's main environmental issues, such as the protection of the biodiversity and the climatic change.

More than 60% of the earth's biodiversity is found in the forests. If they are conserved, forests can regulate atmosphere CO<sub>2</sub> thus mitigating the effects of global warming. However, destruction of these forests by cutting and burning can deliver enormous volumes of CO<sub>2</sub> into the atmosphere.

At the United Nations Conference on Environment and Development (UNCED), one of the main declarations talked about the problems associated with the forests, entitled: *The Non-Legally Binding Authoritative Statement of Principles for a Global Consensus on the Management, Conservation and Sustainable Development of All Types of Forests.* (The Rio de Janeiro Forest Declaration).

The main ideological change to be made in forest programs is the perception that forests are valuable only for their wood. Instead, forests need to be valued by a much broader measure, in terms of the entire functioning ecosystem, including animal interactions and natural systems such as the hydrological cycle.

Tropical forests are especially rich in species diversity. Since the 80's, public awareness about the rapid disappearance of forests worldwide seems to be increasing. In the tropics during the 1980's, the rate of deforestation rose to 30 ha/min, triple the rate of the last 300 years.

Deforestation is a socioeconomic and environmental event not ruled by market forces of government regulations and therefore it is very difficult to avoid by modelling its causes.

It is necessary to search for the answers to this problem in different levels, from the municipal to the international level, in order to fight against deforestation and loss of biomass in forest ecosystems.

In this framework, the proposed AMERICA'S FOREST PROGRAM will allow continental management, conservation and sustainable development of forest resources, complementary to those carried out at the national level.

The AMERICA'S FOREST PROGRAM is designed in accordance with the Charter of the United Nations and the Principles of International Law, which says "States have the sovereign right to exploit their own resources pursuant to their own environmental policies, and the responsibility to ensure that activities within their jurisdiction or control do not cause damage to the environment of other States or of areas beyond the limits of national jurisdiction".

## **2. General Program Objective**

### **2.1 Main Objective**

Establish Continental Convention for the Protection and Sustainable Management of America's Forest Ecosystems, thereby promoting the greening of the world as advocated by UNCED through the creation of a "Green Belt" that would integrate the Western Hemisphere's Forest Ecosystems, from Canada to Patagonia and setting Global Strategies for the Management, Conservation and Sustainable Development of America's Forests.

### **2.2 Operational Objectives (steps to attain the Main Objective).**

- I Translate the Rio de Janeiro Forest Declaration into a Continental Forest Convention or, alternatively, amend the Convention for the Protection of the Flora, Fauna and Natural Landscapes of America's Countries (1940) according to the Main Objective of the Program.
- II Design and Develop America's Forest Evaluation System.
- III Strengthen Forest Related Institutions.
- IV Contribute to Human Resources Development and Training.
- V Create Demonstrative Regions for Rehabilitation and Sustainable Utilization in the Different Continental Forest Ecosystems.
- VI Propitiate the creation of an America's Forest Fund, to support the activities of the "AMERICA'S FOREST PROGRAM".

## **3. Program Justification**

The aim of the AMERICA'S FOREST PROGRAM is to increase the protection, management, conservation and sustainable development of America's Forests, increasing the green cover of degraded lands by means of rehabilitation, reforestation and other enhancing techniques for woodlands.

It will also facilitate and support effective implementation of the "Non-legally binding authoritative statement of principles for a global consensus on the management, conservation, and sustainable development of all types of forests", adopted by UNCED, and on the basis of these principles, "give all possible support to efforts to develop appropriate international cooperation to promote the implementation of national strategies and programs aimed at forest management, conservation, and sustainable development of all types of forests, including reforestation and rehabilitation".

The Principle "8a" of the Rio de Janeiro Forest Declaration states:

"Efforts should be undertaken towards the greening of the world. All countries, particularly developed countries, should take positive actions to increase the forest cover through reforestation and conservation of existing forests, where beneficial".

Additionally, the item 11.13. Chap 11 of Agenda 21 describe: "The present situation calls for urgent and consistent action in the need to conserve and sustain forest resources "Greening" of suitable areas, in all its component activities, is an effective way of increasing public awareness and participation in protecting and managing forest resources. It should include the consideration of land use and tenure patterns and local needs and should spell-out and clarify the specific objectives of the different types of greening activities".

Item 11.15. Chap 11 of Agenda 21 details the management related activities to be adopted by the National Governments, such as setting up sustainable units in every region/watershed for conservation purposed on protected area systems, promote buffer and transition zone management, carry out revegetation in appropriate areas, develop and promote ecologically sound national reforestation/regeneration programs, increase the protection of forests, etc.

The objective II, to Design and Develop the America's Forest Evaluation System, is in accordance to Principle 2, item "c" of the Rio de Janeiro Forest Declaration. "The provision of timely, reliable and accurate information on forests and forest ecosystems is essential for public understanding and informed decision-making and should be ensured", and to Principle 12, item "a": "Scientific research forest inventories and assessments, carried out by national institutions which take into account, where relevant, biological, physical, social, and economic variables and the technological development as well as its application in the field of sustainable forest management, conservation and development, should be strengthened through effective modalities including international cooperation. In this context, attention should also be given to research and development of sustainable harvested non-wood products".

The item 11.5. "Data and information" from Chapter 11 "Combating Deforestation" of Agenda 21, emphasizes the need to develop adequate database and baseline information system necessarily for planning and program evaluation, proposing activities such as,

- a. To collect, compile and regularly update and distribute information on land classification and land use, including data on forest cover, endangered species, ecological values, traditional/indigenous land use values, biomass and productivity. To correlate demographic, socioeconomic and forest resources information at micro-and micro-levels, and undertake periodic analysis of forest programs.
- b. To establish linkages with other data systems and sources relevant to forest management, conservation and development, while further developing or reinforcing existing systems such as geographic information systems as appropriate.
- c. To create mechanisms to ensure public access to this information.

Additionally, in item 11.36. from Chapter 11 of Agenda 21 on International and regional cooperation and coordination related to "Data and information", the following activities are proposed;

- a. Establish a conceptual framework, guidelines and definitions useful for evaluation and systematic observation of forest resources,
- b. Establish or strengthen national institutional mechanics to coordinate the evaluation and systematic observation of forests,
- c. Strengthen existing regional and worldwide networks for interchange

of information.

Finally, Program Area "D", Chap 11 of Agenda 21 states: "Establish and/or strengthens capacities for planning, assessing and periodical evaluations of forests and related programs, progress and activities, including commercial trade and processes".

Concerning objective III. "Strengthening of Forest Related Institutions," Principle "3" item "a" of the Rio de Janeiro Forest Declaration mentions. "National policies and strategies should provide a framework for increased efforts, including the development and strengthening of institutions and programs for management, conservation and sustainable development of forests and forest lands".

Also item 11.4. Chap 11 of Agenda 21 states "Governments, at the appropriate levels, with the support of regional, sub-regional and international organizations, should enhance institutional capability to promote the multiple roles and functions of all types of forests and vegetation inclusive of other related lands and forest based resources in supporting sustainable development and environmental conservation in all sectors", including some of the major activities in this regard.

About objective IV, "Contribute to Human Resources Development and Training", item 11.3. "B" from Chap 11 of Agenda 21 emphasize the need to "Strengthen and improve human, technical and professional skills as well as expertise and capabilities to effectively formulate and implement policies, plans, programs, research and projects on management, conservation and sustainable development of all types of forests and forest based resources, forest lands inclusive, as well as other areas from where forest benefits can be derived."

Additionally, items 11.4. "f" and "g" from Chap 11 of Agenda 21 advise "To establish and/or strengthen institutions for forest education and training as well as in forestry industries for developing an adequate cadre of trained and skilled staff at the professional, technical and vocational levels, with emphasis on youth and women", and "To establish and strengthen capabilities for research related to the different aspects of forests and forest products, for example on sustainable management of forests, research on biodiversity, on the effects of, airborne pollutants, traditional uses of forest resources by local populations and indigenous people, and on improving market returns and other non-market values from the management of forests, etc."

Furthermore, there are additional arguments in item 11.10, from Chap 11 of Agenda 21, paragraphs "a", "b" and "c", and in items 11.20, 11.30, and 11.41, from Chap 11 of the Agenda.

## **4. Organization/Responsibilities**

In order to implement this Program, it is recommended to create a Coordinating Committee" for the AMERICA'S FOREST PROGRAM (AFP), integrated by the Governmental Forest Authenty and one Non Governmental Organization (NG) from each of the participating countries.

## **5. Startup of the Program**

This stage should include the following activities

- Continental Consultation related to the convenience and the principal characteristics of the AMERICA'S FOREST PROGRAM.
- Preparation of a Meeting for the detailed Formulation of the Program and the elaboration of an Agreement on the objectives, organizational framework, etc

- Political Launching of the Program at continental level
- Implementation of a Startup Project for the A.P.P. Attached to this proposal is the first draft of the terms of reference for the startup project.

## 6. Expected Results

The main expected results of the AMERICA'S FOREST PROGRAM are the following;

- Establishment of a Continental Forest Convention
- Substantiation of "America's Green Belt"
- Institutional Strengthening at National and Regional Levels
- Human Resources Professional Development and Training
- Implementation of Demonstrative Sustainable Areas in order to increase Public Awareness on the importance of Forests
- Rehabilitation and Development of Continental Forests.

### **Project Outline:Startup of the America's Forest Program**

DurationFive Years

Starting DatePreparation 1995, Execution 1996.

#### **Objectives:**

The present project is aimed to set up the basic support for a coordinate action, at Continental level, for the management, conservation and sustainable development of America's forests, within the framework of AMERICA'S FOREST PROGRAM

In this context, the following initial actions will be carried out:

- I Promote and Support the Establishment of a Continental Forest Convention.
- II Design America's Permanent Forest Evaluation System.
- III Institutionally Strengthen of the Organizations Participating in the Project.
- IV Human Resources Professional Development and Training.
- V Select Demonstrative Regions for Rehabilitation and Sustainable Utilization of the Different Continental Forest Ecosystems.
- VI Promote Local Participation in the Protection and Sustainable Utilization of Forests.
- VII Design the Characteristics of the America's Forest Fund and appeal to Governments and Regional and International Organizations to implement this fund.

#### **Description:**

- I Promote and Support the Establishment of a Continental Forest Convention.

The Continental Forest Convention will constitute an indispensable legal instrument to protect and sustainably manage America's Forest Ecosystems. The object is to convert the Rio de Janeiro Forest Declaration into a legal Convention at continental level, the first step towards a World Forest Convention. Alternatively, it's possible to amend the

Convention for the Protection of the Flora, Fauna and Natural Landscapes of America's Countries (1940) according to the Objectives of the America's Forest Program.

## II Design America's Permanent Forest Evaluation System.

The Continental Forest Evaluation and Monitoring System are the main pivot for the commitment of the general objectives of the program, as it will harmonize the parameters to be investigated and develop a common mechanism and language for the different countries of the region. This framework will allow the construction of a large database for the continent.

Only the information of the updated inventory and the continuous degradation of America's Forests allow the development of the right actions and through its results contribute to increase the public awareness.

This systematic continental evaluation will be supported by a Geographic Information System (GIS) with satellite images. The first stage in the implementation of the GIS will be the record of the available information and research made by the different existent organizations.

## III Institutional Strengthening of the Organizations Participating in the Project.

Two types of Institutions will be involved in the project: Non Governmental Organizations with experience in Forest projects and the Governmental Forest Authorities in charge of forest programs.

This double background was selected due to the combined value of both organizations. The institutional power, politic management, resource access, legislative responsibility and opportune data access of the Governmental Authorities will be complemented by the fluent execution, political independence, social consciousness and interdisciplinary character of the NGO's.

During the execution of the project both Institutions will work jointly to fulfill the objectives and will strengthen its technical, political and operational capacities its equipment and its geographical and social coverage.

## IV Human Resources Development and Training.

The project will encourage the development and training of human resources at technical and professional levels. At the same time professional and practice courses and seminars for students will be carried out, to allow them to efficiently formulate and implement policies, plans, programs and research in the fields of management, conservation and sustainable development of the different regional forests.

It will also be positive for the participating countries to interrelate the objectives and programs of their different Forest Schools. This will allow the trained technicians to contribute more accurately to the fulfillment of the research activities included in this programs and in the projects derived from it.

## V Select Demonstrative Regions for Rehabilitation and Sustainable Utilization of the Different Continental Forest Ecosystems.

Permanent demonstrative regions in areas with at least 5,000 he will be established to demonstrate in actual and commercial conditions that the exploitation can be done taking into account appropriate ecological considerations and following sustainable managing practices.

These regions should contain areas for educational and research purposes, implicating the arrangement of visitor centres and research workshops.

The research will focus on the growing dynamics and forest regeneration and exploitation and silvicultural techniques, to determine the best practice for each forest

inside each ecosystem. The results will be used to establish regional guidelines for the sustainable utilization of the forests on the basis of a continental resource.

VI Promote Local Participation in the Protection and Sustainable Utilization of the Forests.

Local participation will be indispensable in some of the selected areas. Concerning this point, relation between the communities and the NGOs is of great importance. An environmental education project for communities will be organized. In addition, the local communities will participate in the planning activities for the sustainable development of the selected demonstrative regions. When possible, they will also participate in tourist and other relevant activities.

VII Design the Characteristics of the America's Forest Fund and an Appeal to Governments, Regional and International Organizations to implement the Fund.

This project is to be executed between 1995 and 2000 and it will constitute the first stage of a global and permanent program. It must establish the required mechanisms to support future activities with a strong financial basis. The results to be accomplished in the first five years will be the beginning of the deforestation rate decrease. The permanent recuperation of the forests, is a long term goal.

The Fund should support the permanent stage of the program. In order to comply with this objective, Governments and Regional and International Organizations must participate in the fund.

The investment made in this project by each country or institution will have a multiplying effect as a result of the utilization of infrastructure already existent in Governmental Offices and Non Governmental Organizations with experience in forest projects. In addition it will have community participation.

### **The Organization:**

The management of the initial stage of the project, later extended to the whole program, will report to a Coordinating Committee, who shall be the ultimate responsible body for the AMERICA'S FOREST PROGRAM.

The Coordinating Committee will be integrated by a member nominated by the Governmental Forest Authorities and a member of the Non Governmental Organization for each participating country. Each couple of members will be responsible for the country's activities as well as for the intermediate and final Country Reports.

The participating NGO's and Governmental Offices must have the staff and infrastructure required for the project. The activities and strategies scheduled will be clearly stated as well as the institution responsible for each activity.

Initially, until the Coordinating Committee is integrated, the Institutions that prepared the present project will be the focal point for the coordination.

### **Preliminary Schedule:**

Graph N° 1 contains a preliminary schedule for the development of the project. The detailed working program will be prepared during the first stage of the project.

## AMERICA'S FOREST PROGRAM

### Preliminary Schedule:

Graph N° 1 contains a preliminary schedule for the development of the project. The detailed working program will be prepared during the first stage of the project.

Graph N° 1 - SCHEDULE						
Activities	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5
Continental Consultation	—					
Legal Agreement	—					
Program Launching	—					
Detailed Formulation	—					
Area Selection		—	—			
Rural Participatory Evaluation		—	—			
Social Development		—	—			
Research Inventory		—	—			
Population Communications		—	—			
A/S Implementation			—	—	—	—
Demonstrative Areas			—	—	—	—
Population Employment (foresters biological control)			—	—	—	—
Sustainable Forest Management Project			—	—	—	—
Development Studies/Commercialization/ Tourism Plans			—	—	—	—
Education/Training	—	—	—	—	—	—

# APPENDIX E

## Proposed Statement of Trade & Environment Principles for the Summit of the Americas

**Environmental principles must be reflected in all future bilateral and multilateral trade and investment agreements, including any bilateral or multilateral agreements to expand trade in the Western Hemisphere. The following principles will ensure that such agreements promote sustainable use of resources, conservation of species and ecosystems, and protection of public health, in addition to increased economic integration, equitable distribution of resources, and liberalized trade.**

1. Countries participating in trade and investment agreements shall develop and strengthen an appropriate and comprehensive framework of environmental laws and regulations, and should cooperate in and assist in the further development of multilateral agreements to address transboundary and global environmental problems.
2. Trade agreements must protect non-protectionist environmental and public health measures, including measures taken to enforce international environmental agreements, from challenge as trade barriers.
3. Participating countries shall demonstrate a commitment to strict enforcement of environmental laws and regulations by establishing, as soon as possible, a fully functioning and funded environmental enforcement agency, recognizing that lax enforcement of environmental laws distorts trade.
4. Countries entering into trade and investment agreements must allow public participation in judicial and administrative proceedings within a domestic environmental law framework and in the formation, negotiation, and implementation of trade and investment policies and agreements, and must give appropriate access to environment related information on the community and national level. Trade agreements must permit public participation in dispute settlement mechanisms and other proceedings, and public access to information relating to trade policy and trade agreement dispute settlement proceedings.
5. To encourage fully informed decision-making regarding trade and investment agreements, participating countries shall conduct environmental impact assessments prior to completion of an agreement and prior to its implementation, and trade agreements must include on-going monitoring of the environmental impacts of increased trade and investment following implementation.
6. Trade agreements and participating countries must promote environmental cost internalization in traded goods, taking into account the principle that the polluter should bear the cost of pollution.
7. Recognizing the strains placed on the global environment by the disproportionate consumption of resources by industrialized countries, the nations of the Western Hemisphere should work together to reduce and eliminate unsustainable patterns of consumption and production in conjunction with efforts at economic integration.
8. Trade agreements should encourage a precautionary approach to the adoption of environmental policies which would allow countries to address serious threats of environmental harm in advance of conclusive scientific proof concerning that harm, and which can be adapted as new scientific information becomes available.

9. Although environmental and health issues of common concern to countries in the Western Hemisphere should, where possible, be addressed through multilateral cooperation, communities at the national and sub-national level must be guaranteed the right to set and maintain higher environmental and public health standards as they deem appropriate.
10. Efforts at economic integration in the Western Hemisphere should promote conservation of biodiversity and ecosystems in the hemisphere, and should ensure the adoption of policies for the sustainable use of resources, recognizing the need to ensure that increased trade does not jeopardize either the survival of the Western Hemisphere's diverse species and their habitats or the ability of future generations to meet their needs.

The National Audubon Society

The National Wildlife Federation

Natural Resources Defense Council

Environment and Energy Study Institute

Community Nutrition Institute

Defenders of Wildlife