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EXECUTIVE COMMITTEE OF
THE MULTILATERAL FUND FOR THE
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**PROGRESS ON THE PREPARATION OF A COMMUNICATIONS STRATEGY FOR
GLOBAL COMPLIANCE (DECISION 35/63)**

(Submitted by UNEP Division of Technology, Industry and Economics)

Background

1. This report is prepared following Decision 35/63, wherein the Executive Committee requested UNEP to make a presentation to the 36th meeting of the Executive Committee on the progress in the global public awareness and education campaign (GLO/SEV/34/TAS/231). This report will be augmented by an oral presentation to the 36th Executive Committee meeting.
2. This is mainly in reference to Decision 34/35, where the Executive Committee approved the first phase of the global public awareness and education campaign to sustain the phase-out, i.e. the development of a communication strategy with focus on the needs of the Article 5 countries.
3. The Montreal Protocol is completing 15 years, and the Multilateral Fund is in its 11th year. The remarkable success of the phase out of ozone depleting substances (ODS) thus far can be attributed to the far-reaching policies and measures pursued by the Multilateral Fund through investment and non-investment projects. The Executive Committee has recognised that legislative, regulatory and technological interventions need to be complemented by measures to enhance the gathering and dissemination of information and knowledge. This recognition has been the basis for strengthening the National Ozone Units (NOUs) and other relevant structures in the Article 5 countries. This support has played a key role in information, education and communication (IEC) activities related to ozone depletion.
4. However, the task is not yet completed, and the remaining phase-out will have to be addressed in a shorter time period with limited resources, on an equitable basis. In this scenario, enhanced awareness is considered an essential first step. During the period 2002 to 2010, the importance of awareness will assume far greater importance than in the past, and it will play a crucial role as countries move towards meeting their compliance targets.
5. In particular, it is hoped the enhanced awareness in high levels of governments, industry, and the general public will encourage and inspire countries to take greater ownership of the compliance process, thus not continuing to rely heavily on external assistance. Such increased ownership will pave the way to self-reliance that will become necessary beyond the life of the Multilateral Fund.
6. As awareness raising needs vary from country to country, and are closely tied to local cultural and socio-economic factors, it is essential to adopt a country-driven approach. Already, countries are engaged in carrying out a variety of IEC activities, with varying degrees of outreach, impact and success. To successfully meet the challenges of the current decade, these IEC efforts will need to be more targeted, intensified and better supported with professional approaches and additional resources.
7. While scaling up on-going IEC activities is required, it is necessary for countries to be more innovative and strategic. In consultations with the countries, UNEP had discerned a

widely-shared need for advice and guidance from communications professionals to achieve this task. It is also important to transfer lessons learned and successful approaches to ODS phase out efforts done from developed countries, to help raise awareness, change behaviour amongst the public and/or targeted audiences.

Objectives

8. The overall objectives of this strategy are:
 - Contribute to promoting a country-driven approach to awareness raising as highlighted in the Strategic Planning process initiated by the Executive Committee.
 - Support compliance of developing countries in the phase out of ODS under the Montreal Protocol through wider involvement of civil society in developing countries;
 - Sustain the momentum of the phase out process during the compliance period by securing the broader involvement and support of the general public in Article 5 countries in the implementation of the Montreal Protocol;
 - Assist in preventing “back sliding” to ODS use due to various factors, including ODS dumping, by promoting active involvement of local organisations and NGOs;

9. Specific objectives include:
 - Assist countries in designing and developing specific awareness-raising activities and materials that will facilitate sustaining the momentum of ODS phase out globally;
 - Enhance awareness at high level in governments on ozone depletion in general, and on the national and global significance of ODS phase-out targets in order to enforce the compliance regime on a national, regional and global level.
 - Promote phase out by reaching out to specific sectors that have not yet received assistance, i.e. the SME sector, the end user and informal servicing sectors through regional awareness and education activities;
 - Develop an overall communication strategy and time-bound awareness programme to be generated and supported through a decentralised but centrally facilitated generation of country-specific needs;

Consultants

10. In October 2001, UNEP engaged the services of the International Television Trust for the Environment (TVE International, hereinafter referred to as TVE) based on an open bidding process. This included five organisations specialising in public awareness and communications. TVE was tasked with preparing the communications strategy in consultation with communications experts at UNEP, other UN agencies and other organisations. TVE is an independent, non-profit company established in 1984 by UNEP and World Wide Fund for Nature (WWF) to use the media to raise awareness levels on environment and development issues. It has wide and varied experience in working globally, regionally and locally. Terms of Reference were prepared and discussed with the Expert Group and agreed with some experts and stakeholders.

11. In November 2001, TVE mobilised a team of researchers comprising staff and external experts to consult widely, and to gather information and expert opinions needed to prepare the communications strategy. TVE's Executive Director served as the author while the management of this effort was carried out by the TVE Asia Pacific Regional Office, in Colombo, Sri Lanka. Annex I lists the names of the key researchers involved in this task.

Methodology

12. The study methodology covered the following elements and activities, carried out at a global level covering all geographical regions:
 - a. *Desk study*
 - Review and analysis of information, education and communication (IEC) activities implemented by the UNEP information clearinghouse;
 - Literature survey covering research publications on public awareness, mass media penetration, public education and social marketing issues going back to 30 years;
 - Internet search covering the public access websites of UNEP, other UN agencies, environmental and communications organisations, civil society organisations and academic organisations.
 - b. *Interviews*
 - Personal interviews with key officials or experts at organisations specialising in public awareness, education and outreach activities related to environment, health, social development and public safety issues (see under 10 below);
 - Interviews and consultations with mass media practitioners, media managers and media researchers working in all sections of the media – covering print, electronic and new media – and including advertising and marketing professions;
 - Additional long-distance interviews, via email, with further individuals in the above two categories who could not be met in person;
 - c. *Country level assessments*
 - Questionnaires sent to NOUs seeking their experiences and opinions on ozone related information, education and communication activities carried out at national level (available with UNEP upon request);
 - Three detailed country studies on three continents, carried out by national organisations according to set criteria and format (see under 14 below);
 - Information on ozone programmes that have had success in implementing phase out (i.e. USEPA programmes, Swedish programmes, etc)
 - d. *Open call*
 - An open call for information, opinions and recommendations that was widely circulated to networks of science and/or environment communicators, educators and civil society organisations (see under 15 below).

13. Communication experts from UNEP and other UN organisations better known for communications campaigns – such as WHO, UNICEF, UNAIDS and UNESCO – were consulted on how their large-scale global information and education campaigns have met their set objectives. Attempts were made specifically to elicit innovative ideas from these and other experts about how their programmes have reached marginalised target groups to identify viable approaches to reach small ODS using sectors such as SMEs and the servicing sector. A specific attempt was made to study how particular communications campaigns were implemented to achieve targeted outcomes within defined timeframes, which is the remaining task involving the phase-out of ODS. Under this activity, TVE consulted a total of 104 officials and experts from over 60 organisations.
14. In preparing this strategy, TVE commissioned three of its national partner organisations in each of the regions – Africa, Asia Pacific and Latin America to carry out a country level study of ozone related IEC activities in their country during the period 1997 to 2001 inclusive. Their task was to:
- interview key people from government, civil society, media, industry and academia.
 - Review of material and curricula, compile a concise overview on how the country has responded to the ozone layer issue and the targets of the Montreal Protocol with emphasis on information, education and communication activities;
 - Assess the achievements thus far; and
 - Recommend measures for the future to make IEC activities more effective.

These country studies were carried out in Chile, China and Nigeria, each in close collaboration with the NOU of that country. Concise reports were produced according to a pre-determined reporting format. Under this activity, TVE consulted over 200 people from government, civil society, media, industry and academia in the three countries studied.

15. The open call for communications and environmental professionals to contribute ideas and suggestions for the strategy was widely circulated through specialised networks as well as public-access websites. Apart from being displayed on the UNEP OzonAction and TVE websites, and sent to the NOUs via the electronic forums of the Regional Networks, the call for contributions was also carried by multipliers such as the Communications Initiative, IUCN Commission on Education and Communication, International Science Writers Association, International Federation of Environmental Journalists and One World International. These helped elicit responses from over 30 individuals and organisations in different parts of the world.

First draft of communications strategy

16. The first draft of the communications strategy was completed in early February 2002 and contained the following elements:
- A historical perspective of public awareness in relation to ozone depletion and international action to save the ozone layer;
 - An assessment of ozone related awareness status and unmet needs in Article 5 countries, based on feedback from NOUs and the country studies;

- Identification of the main challenges when communicating the ozone messages to the global and specialised audiences;
 - Relevant lessons and findings from other global and local communications campaigns or effort in environment, development, social justice and consumer issues;
 - Identification of primary target groups, key ozone messages and the social marketing needs to be addressed in implementing the communications strategy;
 - Listing of partnerships, strategic approaches and collaborations that would support the ODS phase-out process in Article 5 countries; and
 - Discussion of the logistical, networking and financial requirements of strategy implementation.
17. The first draft of the strategy presented the following preliminary findings and recommendations:
- Outside specialist groups, there is still relatively low levels of awareness among the public, specially in the developing countries, on the dangers posed by ozone layer depletion and by prolonged exposure to ultra violet rays.
 - The mass media offer many pathways to the public and have substantial influence over public awareness and understanding. Having played a major role in galvanising national and global action on ozone in the early years, the media have largely lost interest in the intricacies of ozone science and ozone diplomacy.
 - Ozone depletion is not considered a priority in most part of the developing world, and is mistakenly perceived as a ‘problem solved’ by many people in the developed world.
 - At the same time the examples and experiences of other successful communications campaigns indicate that it is possible to raise the profile of ozone depletion and ODS phase out in the public and media agenda. To achieve this, the issue needs to be made relevant, immediate and personal to individuals and communities. This is the major communications challenge.
 - To be effective, the implementation of the communication strategy will need a country-based approach, adapting messages to suit local cultural and socio-economic realities. Similarly, the success will depend critically on working with and through multipliers that enable greater access and dissemination.
 - Implementing a well-planned communications campaign and sustaining it over time will require considerable resources. The preferred approach – which has worked for many other organisations and campaigns – is to invoke multiple funding sources, and engage multiplier groups (i.e. media, NGOs, industry associations, educators, public health organisations, etc) as partners to leverage ozone protection messages. In this manner, the Multilateral Fund will only be expected to provide catalytic support which will help mobilise additional support in cash and kind.

Peer review process

18. The first draft of the communications strategy was circulated by UNEP to an Expert Group constituted for this process, for peer review. Their comments and feedback were forwarded to TVE.
19. UNEP convened in Paris from February 28 to March 1, 2002, an expert group meeting to further discuss the draft communications strategy and to provide expert inputs towards finalising the strategy. Besides UNEP and TVE representatives, this meeting was attended by experts representing governments, non-governmental organisations (from both Article 5 and non-Article 5 countries) as well as by other UN agencies. The participants of this meeting are listed in Annex II. UNEP also presented to this meeting the recently completed report on the extended desk study on the clearinghouse evaluation, developed by the Senior Monitoring and Evaluation Officer.
20. The following is a summary of main recommendations of the expert group meeting held in Paris:
 - a. *Over-arching comments*
 - Enabling compliance of ODS phase-out targets should be the over-riding criterion;
 - The strategy should focus more on ‘communication’ instead of ‘public awareness’, as communication includes raising the awareness of the general public as well as that of specific target groups;
 - In the context of the remaining tasks to be accomplished under the Montreal Protocol, the strategy should focus more on how people understand the messages rather than on simply what is conveyed to them. In other words, the need of the hour is action-oriented understanding;
 - The strategy should seek ways of gaining momentum for compliance of ODS phase-out by 2010 in the Article 5 countries, and how to build up people’s support for these targets and processes.
 - Knowledge should be increased particularly on the problem of ozone depletion as well as UV-related health and ecological effects.
 - The media will play a more important role in the implementation of this communications strategy.
 - b. *Target groups*
 - The strategy should be targeted at the following levels, i.e. high level government officials, specific target groups (i.e. SME’s etc) and the global public, with messages especially designed for each target group.
 - Emphasis and more resources should be invested in reaching out and influencing the attitudes and behaviour of the specific target groups. These groups include: those directly involved in activities that damage the ozone layer (by releasing ODS); high-risks groups who are most affected by exposure to ultraviolet rays; government officials implementing phase-out targets and enforcing the law; small and medium scale entrepreneurs (SMEs); and multipliers who can spread the ozone messages.

The strategy should define these categories and identify how each can be reached effectively.

- The strategy should recognise that behaviour change is the result of enhanced awareness working alongside appropriate national laws and regulations, the availability of technical and financial support, and incentives or disincentives for people and organisations to act.

c. Modalities and resources

- The strategy should be country-driven, responding to the needs of Article 5 countries.
- The strategy should reflect and respond to the realities of the NOUs within Article 5 countries, who spear-head the responsibility for national level phase out of ODS, and for raising awareness levels and ensuring compliance.
- A list of communications tools and interventions should be identified, with an assessment of their utility and cost-effectiveness.
- The strategy should provide several implementation options, with an assessment of the likely impact and resource requirements.
- Innovative and diverse methods of resource mobilisation and support generation should be addressed.

d. Specific activities, monitoring and evaluation

- The strategy should also include a set of specific activities that may be undertaken at global, regional or national levels, with indicative costs and likely outputs.

Finally, there should be a monitoring and evaluation component built into the strategy, along with some indicators.

The next steps

21. The remaining activities and steps are as follows:

- The consultants (TVE) will make an oral presentation of the communications strategy to the 36th meeting of the Executive Committee. Comments and guidance from members of the Executive Committee will be solicited.
- The Consultants will also meet and consult with delegations attending the 36th meeting of the Executive Committee and get their feedback on the initial findings leading to the finalisation of the strategy
- The Consultants will also carry out additional consultations with NOUs, and selected experts of TEAP/TOC, including gathering specific examples of ozone programmes from developed countries that have been successful
- The draft strategy will be revised incorporating the recommendations of the expert group meeting and the peer review process.
- The final strategy will be submitted to UNEP by early May 15 in order to be ready for consideration of the 37th meeting of the Executive Committee.

Annex I

TVE research team involved in the preparation of the communications strategy

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Annex II

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Annex II

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