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International cooperation for an enabling environment for sustainable development

Report of the Secretary-General

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I. Introduction

1. Agenda 21 calls on the international community to provide a supportive international climate for achieving environment and development goals. Similarly, the Programme for the Further Implementation of Agenda 21, which was adopted by the General Assembly in 1997, calls for a dynamic and enabling international economic environment supportive of international cooperation, particularly in the fields of finance, technology transfer, debt and trade (see resolution S-19/2, annex, para. 25). It also noted that, as a result of globalization, external factors have become critical in determining the success or failure of developing countries in their national sustainable development efforts.

2. The term "enabling environment for sustainable development" is not clearly defined either in Agenda 21 or in the Programme for the Further Implementation of Agenda 21. In the context of the present report, consideration of the enabling environment for sustainable development focuses on the impact on sustainable development of major changes in the world economy due to globalization, as well as on national conditions affecting sustainable development.

3. The present report consists of two main sections. Section II addresses the impact of globalization on sustainable development and related policy implications, with particular relevance to developing countries. In view of the fact that trade and finance, supported by technological advances in information and communication, are the areas where globalization manifests itself most profoundly, section II gives particular attention to these areas. Section III addresses approaches and initiatives in international cooperation to facilitate the transition to sustainable development in the context of globalization.

4. Finally, some conclusions and recommendations are provided to facilitate the discussion on this theme in the Commission on Sustainable Development. They could also prove useful in addressing the issue of globalization and sustainable development in the work of the Commission beyond 2002. The present report should be read in conjunction with the report of the Secretary-General to the Preparatory Committee for the High-level International Intergovernmental Event on Financing for Development (A/AC.257/12).

II. Impact of globalization on sustainable development

5. Globalization has, in principle, the potential to lead to economic convergence among countries. However, the recent period of rapid globalization has seen an increase in inequality among countries and to some extent within countries. This is due primarily to the fact that globalization has not been fully global. While some developing countries, particularly in East Asia, have successfully taken advantage of opportunities for export-oriented growth in the context of globalization, other developing countries, particularly the least developed countries, have not participated in globalization, and many have experienced low growth or recession.

A. Recent developments in finance, trade and technology

6. Net foreign direct investment (FDI) flows to developing countries grew steadily through the 1990s to reach $126 billion in 1999, up from about $20 billion in 1990 (see A/55/187, table). FDI flows, however, remained highly concentrated. Ten developing countries received 80 per cent of total FDI flows to the developing world, and there is no indication that that concentration is declining.

7. While FDI flows to developing countries have grown steadily, portfolio investment flows and bank flows have shown great volatility. Net portfolio investment in developing countries reached a peak of $90 billion in 1994 and then fell to almost nothing in 1998 before recovering somewhat in 1999 (see A/55/187, table). Other private flows to developing countries, primarily bank lending, have fluctuated from net inflows of about $70 billion in 1991 to net outflows of $36 billion in 1994, then again to inflows of $80 billion in 1995 and finally to outflows of $77 billion in 1999 (see A/55/187, table). This volatility of financial flows is clearly an obstacle to sustainable development in developing countries.

8. Trade is an important factor in economic growth and sustainable development, and export-oriented development strategies have become the dominant development strategies in recent years. Benefits from expanding trade through trade liberalization can include increased investment, trade-related fiscal
revenues, and employment and income growth. Increased trade can also contribute to social development and poverty alleviation, primarily through economic growth. However, trade liberalization can also create negative impacts for certain groups, and trade reforms can exacerbate poverty temporarily. In these instances, policy intervention is necessary to alleviate the hardships and facilitate adjustments.

9. Since the mid-1980s, international trade has been expanding at almost twice the pace of total economic activity. Combined global merchandise and service exports now amount to over $6 trillion a year and over 20 per cent of world gross national product (GNP). The rapid increases in global trade and increased emphasis on the role of trade in development have led to expanded and strengthened international trade arrangements, in particular through the World Trade Organization (WTO). At the same time, economic growth, resulting in increased environmental impacts and concerns, has led to new and strengthened multilateral environmental agreements, addressing climate change, protection of the ozone layer, biodiversity, desertification and other issues. These international trade arrangements and environmental agreements are important elements of the international enabling environment for sustainable development but they contain very few provisions or mechanisms for harmonizing trade and environmental issues. The WTO Committee on Trade and Environment addresses such issues, but progress has been limited. How best to ensure that international trade arrangements and environmental agreements are complementary and supportive of sustainable development remains an open question.

10. The increased emphasis on the role of trade in development makes trade and the multilateral trading system a critical element of the enabling environment for sustainable development. Trade liberalization and market access for products from developing countries and assistance to countries seeking integration into the world trade system is of particular importance, in particular for the least developed countries.

11. Perhaps the most important catalyst for increasing globalization is the spread of information and communication technology. This is particularly clear in the operation of financial markets, where the speed and performance of information technology have become critical to market activities. The importance of information and communication technology for full participation in the world economy was underscored by the Economic and Social Council, which adopted this topic as the theme for the high-level segment of its substantive session in 2000.

12. The use of the Internet for soliciting bids for business-to-business transactions, as well as for e-commerce retailing, has expanded enormously in the last few years. Opportunities in these rapidly growing areas are open to enterprises that are “wired” into global information and communication systems, particularly the Internet, as well as private corporate networks. Information and communication technologies thus offer new opportunities for rapid economic growth in high-value products and services, formal sector employment opportunities and economic production with low environmental impacts (for further details, see A/55/381).

13. A large and increasing proportion of trade now takes place between enterprises as part of global production systems and supply chains. Distributors and retailers increasingly want delivery of custom products on a “rapid response” basis. Trade in services, including financial, administrative and information services, is growing rapidly and opens up opportunities for developing countries to engage in the global economy. Small island developing economies, with limited opportunity for manufacturing exports, have successfully developed international service enterprises, such as for information processing and software development.

B. Policy implications

14. National policies are strongly influenced by policies elsewhere. Liberalization and integration processes have affected the autonomy of national policy-making. Economic development in one part of the world affects, in greater or lesser degree, development in other parts of the world. Decisions in larger economies clearly impact more on smaller economies. But crises in developing countries or countries with economies in transition can also affect economic decisions in developed countries. There is an increasing demand for coordinated macroeconomic policy management of the world economy, responsive to the pattern of global development and mindful of equity and sustainability.
15. Globalization has revealed a mismatch between current systems and institutions of national regulation and accountability and the global nature of economic and financial operations. It has posed a challenge to economic governance in terms of a greater responsibility of Governments for the operations of the market and their social and environmental implications. The call for reform of the international financial architecture is a reflection of this situation.

16. The private sector has emerged as a global actor that has a growing role to play in sustainable development through its investment and technology decisions. Apart from being a catalyst for development, the private sector is increasingly challenged to exercise corporate social responsibility to close the gap between global markets and national communities. The Secretary-General’s Global Compact is one initiative intended to promote global corporate social responsibility.

17. It has become essential to establish partnerships between state and non-state actors which stress the complementary roles of Governments, markets and communities in sustainable development. Policy makers are realizing that the sentiments of civil society at large include aspirations for accountable governance, democratic practices and a translation of economic gains into more socially just societies. Communities are becoming more “aggressive” in challenging the ways in which sustainable development is being planned and realized. The challenge for Governments is to transform this “social energy” into a driving force for collaboration in the design and implementation of sustainable development objectives.

III. Approaches and initiatives in international cooperation for promoting sustainable development in the context of globalization

18. Globalization has created a new impetus for international cooperation and policy dialogue to facilitate the transition to sustainable development. Answers have to be found to the question of how to manage the global economy in the context of globalization so as to advance economic growth and sustainable development in all countries and spread the benefits of globalization more widely. Complementarity in development assistance programmes needs to be increased and partnerships built between state and non-state actors, in particular the private sector.

A. International cooperation in the areas of finance, trade and technology

19. Private financial flows to developing countries, in particular FDI, strengthen the enabling environment for sustainable development. For some developing countries, particularly middle-income countries, private financial flows are the largest source of external finance for sustainable development. Private financial flows, particularly FDI, generally contribute to sustainable development not only through financial investment but also through the transfer of cleaner, more productive and resource efficient technologies and management systems and through access to foreign markets. The increasing tendency of transnational corporations to establish global standards for environmental performance enhances the contribution of FDI to sustainable development.

20. Despite the large growth in private capital flows, there is a an essential role for official development assistance (ODA) in development cooperation to address infrastructure development, social services, environmental protection and capacity-building, in particular in the least developed countries and other developing countries that have been bypassed by FDI. Between 1992 and 1997, total ODA from developed to developing countries, bilaterally and through multilateral institutions, fell steadily from an average of 0.33 per cent of donor country GNP as a whole to 0.22 per cent, far below the United Nations target level of 0.7 per cent of GNP. In 1998, there was a reversal of this trend, with ODA increasing to 0.23 per cent of GNP for 1998 and 0.24 per cent for 1999. Part of this recent increase is expected to be transitory, but part of it reflects a commitment by some donor countries to increase their aid flows.

21. There have also been changes in the way in which ODA is allocated. During the 1990s, some assessments of aid effectiveness concluded that aid was effective in some national policy environments but not in others. As a result, there have been sharp cuts in ODA to some countries, but only modest cuts to those whose policies were considered by donors to be more conducive to aid effectiveness. A number of countries experienced cuts
of at least 50 per cent in aid per capita between 1990 and 1998.  

22. In addition to the changes in overall ODA and allocations among countries, there have also been changes in the sectoral allocation of ODA, in particular to critical areas of sustainable development. The shares of ODA allocated to environmental protection, basic social services and capacity-building approximately doubled from 1990 to 1998 from both bilateral and multilateral sources, with a consistent rising trend over the period. Nonetheless, in 1998 the combined share for those two categories was under 12 per cent of total bilateral commitments and below 8 per cent of multilateral commitments.

23. A necessary component of international cooperation for an enabling environment is a lasting solution to the problem of international debt (see A/55/422). Unsustainable debt has been recognized for some time by the international community as a constraint on the ability of poor countries to pursue sustainable development. In its decision 8/5, the Commission on Sustainable Development urged creditor countries and international financial institutions to implement speedily the enhanced heavily indebted poor countries (HIPC) initiative. It also urged HIPC countries to develop national poverty strategies in a participatory way so that debt relief would be linked with poverty eradication. It further stated that the debt-relief programme should form part of a comprehensive macroeconomic framework to facilitate the release of substantial resources for financing for development and to enable debtor countries not to fall back into arrears.

24. As of December 2000, of the 37 HIPC countries identified as having unsustainable debt, 13 countries have been approved for debt relief under the enhanced HIPC initiative. There are nine additional countries with debt relief programmes under preparation, for which approval is expected by the end of 2000 or shortly thereafter.

25. There are several challenges faced by the enhanced HIPC initiative. Many additional countries still need to be reviewed and programmes prepared; the principle of additionality of resources for the HIPC programme will need the strong support of all donors; and paying for the initiative presents difficulties for some creditor participants.

26. A major challenge is the development and design of effective poverty-reduction programmes in the participating countries. Debt relief under the initiative is linked to recipient countries’ preparation of a comprehensive poverty reduction strategy, based on rapid, sustainable growth and improvements in social services. Preparing such a comprehensive, country-owned strategy takes time and resources.

27. Effective transfer of cleaner technologies requires improvements in the matching of donor interests and conditions with the needs of developing countries. Current programmes of international cooperation for technology transfer are often supply driven, with donor countries or agencies funding projects that fit particular programmatic goals. Often, insufficient attention is given to assessing the overall, long-term economic, social and environmental benefits of technology transfer projects. In particular, when the criteria of assistance programmes are defined in narrow environmental terms, the economic viability and competitiveness of investments may be neglected, resulting in inefficient use of resources.

28. It is therefore important that donors and developing countries make concerted efforts to ensure that international assistance for technology transfer is demand driven, supporting investments that promote long-term sustainable development. Developing countries should identify priority sectors and industries in which technology transfer will produce the greatest long-term benefits in economic growth, social development and environmental protection. Once these national priorities are established, sources of finance should be flexible in responding to them.

29. In its decision 6/3, the Commission encouraged Governments of developing countries and countries with economies in transition to develop, with the support of the United Nations system, national strategies for technology innovation, commercialization and diffusion, taking fully into account the need to create an enabling environment for private sector activities. In response to the decision, the Department of Economic and Social Affairs, in cooperation with the United Nations Industrial Development Organization and the United Nations Environment Programme (UNEP), have developed an initiative on national cleaner technology strategies.

30. The objective of this initiative is to develop guidelines and manuals to assist Governments in
developing national technology strategies and in initiating national and international public-private partnerships for the implementation of those strategies. The initiative focuses on the identification of high-potential sectors, based on national conditions and international markets, and of cleaner technologies that can improve both productivity and environmental performance. Preliminary assessments undertaken in the context of the initiative indicate that countries with policy frameworks that encourage cleaner and more resource-efficient production have generally shown better economic performance.

31. Under the United Nations Framework Convention on Climate Change, the Global Environment Facility provides grant and concessional funding to cover the incremental costs of promoting climate-friendly technologies, including the transfer of technology. The clean development mechanism under the Kyoto Protocol could provide a source of finance and technical assistance for the transfer of technologies that increase energy efficiency, once the Protocol has entered into force. Through the mechanism’s capacity-building initiatives, the United Nations Development Programme (UNDP) helps to build developing countries’ capacities to benefit from investment opportunities for sustainable development while meeting climate change objectives.

B. Supporting countries in the development of national sustainable development strategies and other national development frameworks

32. The Programme for the Further Implementation of Agenda 21 refers to national sustainable development strategies as important mechanisms for enhancing and linking national capacity so as to bring together priorities in social, economic and environmental policies. It sets as a goal the formulation and elaboration of such strategies in all countries by the year 2002, with assistance provided, where appropriate, through international cooperation. International cooperation can facilitate the formulation and elaboration of the strategies by playing a catalytic role in the national process of integration, consultation, participation and capacity-building.

33. National sustainable development strategies provide an opportunity to put into practice common principles of strategic planning for sustainable development. They can mobilize and focus investment for sustainable development through the introduction of a mix of policies that include regulatory measures, economic instruments, information programmes, and voluntary public-private cooperative programmes. They can also become an important instrument for opening up new opportunities for enhancing development cooperation with bilateral donors and multilateral development assistance agencies.

34. National sustainable development strategies aspire to certain principles, in particular a participatory process for integrating economic, social and environmental priorities. Such principles are already being applied in a number of developing countries, building on existing country-level frameworks, such as national conservation strategies, national environment action plans, national visions and national agenda 21s.

35. The Organisation for Economic Cooperation and Development (OECD)/Development Assistance Committee (DAC) has launched an initiative to assist developing countries in the development of national sustainable development strategies through a partnership approach. The OECD/DAC Working Party on Development Cooperation and the Environment has mandated a task force, co-led by the European Commission and the United Kingdom of Great Britain and Northern Ireland, to provide guidance on best practice for assisting developing countries in the formulation and implementation of national sustainable development strategies processes. A scoping workshop in November 1998 brought together members of the task force and representatives of developing countries to discuss the broad directions for the implementation of this initiative. The workshop recommended a systematic in-country consultation with developing country partners in order to develop good practice for donors. The February meeting of the Working Party endorsed the recommendation for informal consultations in a number of developing countries and regions, involving donors and a range of stakeholders. The consultations would review experience with national sustainable development strategies and examine how donors can best assist developing countries in the process of formulating them. The consultations would also contribute to the development of generic guidance for donors as well as donor coordination in the participating countries.
36. The Department of Economic and Social Affairs, in cooperation with UNEP, regional commissions and regional development banks, organized a series of regional consultations on national sustainable development strategies, which identified their key characteristics. The consultative meetings recognized the diversity of approaches to planning and implementing sustainable development. It was also recognized that the process of strategy formulation could be an important mechanism for sectoral integration and community involvement if carried out with the full participation of civil society and the governmental agencies concerned. The primary emphasis should be on the countries concerned coordinating and implementing strategies, plans and programmes in a reasonable time frame.

37. In recognition of the importance of national enabling environments for development and the need for integrated, participatory approaches to development, a number of development assistance agencies have developed programmes for assisting countries in the formulation of broad development policy frameworks and strategies. The United Nations has formulated the United Nations Development Assistance Framework (UNDAF) approach, based on common country assessments, to bring greater coherence to the United Nations programmes of assistance at the country level, in cooperation with Governments and in consultation with other members of the donor community. UNDAF includes consideration of human rights, food security, environmental sustainability, population, gender equality, poverty eradication, governance, human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS) and the promotion and protection of children’s rights.

38. The World Bank is developing, in pilot form in 11 countries, the comprehensive development framework approach, based on the principles of country ownership, in partnership between government, civil society, assistance agencies and the private sector. The approach is a long-term vision of needs and solutions built on national consultations and an integrated approach to macroeconomic, financial, structural, social and environmental concerns. In addition, the World Bank and the International Monetary Fund (IMF) have developed the poverty reduction strategy approach as a basis for World Bank and IMF concessional assistance to low-income countries, with an initial focus on debt relief under the HIPC initiative. The development of national poverty reduction strategy papers in the initial countries has identified important poverty-environment linkages that need to be addressed for effective poverty reduction, including improving the health of poor people through improved sanitation, conserving water and biomass resources for sustainable livelihoods in rural areas, protection of rangelands from overgrazing, and conserving soil fertility and agricultural productivity.

39. The substantial human and institutional resources required for the formulation of national sustainable development strategies and other country-level development frameworks may impose a burden on developing countries, particularly the least developed countries. There is a particular need for international organizations to adopt a consistent approach in promoting the formulation of national development strategies and frameworks in developing countries. Capacity-building for participatory consultations, priority-setting and needs assessment, cross-sectoral integration and sustainable development planning are an essential part of the process. In this regard, the UNDP/capacity 21 programme has assisted developing countries in capacity-building in the area of national sustainable development strategies in more than 40 countries.

40. One of the risks of international cooperation in broad strategy formulation, with the explicit or implicit promise of support for implementation, is that the process can become donor driven. The formulation of strategies acceptable to donors can become a requirement for assistance, or can be seen as a source of potential projects from which donors can choose. This can result in a lack of national commitment and motivation, and even opposition on the part of developing country participants. It is therefore important that the role of donors in this area be that of support and facilitation.

C. Recent initiatives at the level of the United Nations

41. The Global Compact initiative launched by the Secretary-General is a partnership between the United Nations, the business community, international labour and civil society organizations. The Compact’s main goal is to sustain a global commitment to open markets while meeting the socio-economic needs of the world’s
people and contributing to a more humane world. The Compact asks corporations to adopt, in their global operations, good practices identified by the broader international community, in the areas of human rights, labour standards and the environment.

42. The nine principles promoted by the Global Compact are taken from the Universal Declaration of Human Rights, the International Labour Organization’s fundamental principles on rights at work, and the Rio Declaration on Environment and Development — all of which enjoy universal political support and a strong international legal foundation. The Global Compact’s labour and civil society partners lend their expertise and support to designing and implementing this undertaking.

43. Specifically, corporations are asked to: (a) become public advocates for the Global Compact in their corporate mission statements and annual reports, (b) post on the Global Compact web site steps that they are taking to give concrete expression to the nine principles of the Compact, and (c) join with the United Nations in partnership projects either at the policy level or at the operational level. At the policy level, this might be a structured dialogue on the role of the corporations in zones of conflict. At the operational level, it might be providing Internet connectivity in places like rural Africa or South Asia.

44. Information and communication technology can be a powerful tool for human resource development, poverty alleviation, promotion of sustainable livelihoods, empowerment of the underprivileged and excluded, and enhancing responsible governance. However, unless explicit policies and strategies are implemented to ensure equitable distribution and universal access, the use of information and communication technology tends to widen the gap between developed and developing countries and between rich and poor.

45. The Information and Communication Technologies Advisory Group was established by the Secretary-General to assist in bridging the digital divide between developed and developing countries and harnessing the potential of technology for the development of all. The Group brings together experts from international agencies, Governments and private businesses and foundations of both developed and developing countries. The Group is charged with drawing up modalities for the Information and Communication Technologies Task Force on the basis of guidelines set by the Economic and Social Council.

46. In the area of finance, in its resolution 54/196, the General Assembly decided to convene the high-level international intergovernmental event on financing for development, involving political decision makers at least at the ministerial level. The event will be an unprecedented collaboration between the United Nations, the World Bank, IMF and WTO to find innovative ways to address the many issues affecting the financing of development.

47. The event will consider national, international and systemic issues relating to financing for development in a holistic manner in the context of globalization and interdependence, and will address the mobilization of financial resources for the full implementation of the action plans agreed to at major United Nations conferences of the 1990s. In so doing, the high-level event could capitalize on the work of the Commission in the area of finance for sustainable development.

IV. Conclusions and recommendations

48. Understanding the links between globalization and sustainable development is essential to more integrated and strategically focused policy-making. It allows Governments, international organizations and other stakeholders in the development process to make proactive adjustments to changing conditions in the enabling environment for sustainable development at the national level and through international cooperation.

49. Globalization has created a new impetus for international policy dialogue to promote sustainable development in all countries. Much of this dialogue is currently taking place in an issue- or sector-specific context or in international technical forums. It is, therefore, important to focus the deliberations in the Commission related to international cooperation for an enabling environment on integrated policies and strategic approaches to maximize the benefits of globalization and minimize its risks in the transition to sustainable development. The deliberations on this theme should also provide an opportunity to explore feasible ways of donor coordination in development assistance and the building of new partnerships for sustainable development.
50. Multilateral and bilateral development assistance agencies should work towards strengthening their coordination in responding to the strategic planning demands of developing countries in the formulation and elaboration of their national sustainable development strategies. Coordination is also needed in the development and implementation of development assistance frameworks, such as UNDAF and the World Bank’s comprehensive development framework.

51. Regional and subregional cooperation, including South-South cooperation, should be promoted for the further development of national sustainable development strategies and other national development frameworks. Such cooperation should be built on the respective comparative advantages through partnership and networking. Regional cooperation should be strengthened to harmonize macroeconomic and other sustainable development policies; address issues related to transboundary and shared natural resources; harmonize national programmes with efforts at regional and subregional levels; strengthen programmes for sharing technology and information; and enhance the region’s common position in global forums.

52. A major component of globalization over the past decade has been the rapid increases in trade. Issues of market access and of the capacity of developing countries to realize the potential benefits of the Uruguay Round of the General Agreement on Tariffs and Trade should continue to be at the centre of trade deliberations.

53. Private international financial flows, particularly foreign direct investment, have the potential to contribute to sustainable development through capital investment, transfer of cleaner technologies and management skills, and access to export markets. International cooperation should be used to promote FDI for sustainable development in developing countries that have been marginalized in the process of globalization in order to ensure that a larger number of developing countries and countries with economies in transition benefit from this form of investment.

54. International cooperation is also needed to promote financial capacity-building to enable developing countries to fully benefit from and be prepared for the challenges to sustainable development arising from increased private international financial flows and globalization. An initiative on financial capacity-building was launched at the Fifth Expert Group Meeting on Finance for Sustainable Development, held in Nairobi in December 1999. As a first set of activities under this initiative, an interregional consultation is planned, with follow-up meetings at the regional and country level and a focus on financial capacity-building to meet the challenges of financial globalization, persistent poverty and environmental degradation.

55. ODA remains essential for sustainable development in developing countries. ODA for sustainable development should be increased with a view to meeting agreed international targets. Better cooperation between donors and recipients is required to ensure that ODA is allocated and used more effectively for sustainable development, including economic development, environmental protection and poverty eradication.

56. Unsustainable debt is a critical constraint on the ability of developing countries to pursue sustainable development. Debt relief is therefore an integral part of an international enabling environment for sustainable development. Debt relief under the enhanced HIPC initiative needs to be supported, strengthened and expedited by donors and the international community.

57. Governments, with the support of the United Nations and other development assistance organizations, should develop national cleaner technology strategies to improve economic productivity, conserve natural resources and prevent environmental degradation, focusing on potential growth industries, existing technological capacities, and national and international market opportunities. The strategies should include incentives for cleaner production, training and technical assistance to enterprises, policies to control environmental degradation and promotion of investment in cleaner technologies. In the context of national technology strategies, Governments should promote public-private partnerships, within and between countries, working with industry, research and development institutions and educational institutions, to promote the development and transfer of cleaner technology. The international community can assist developing countries through capacity-building for technology policy, facilitating technology investment and transfer by means of financial and other incentives, and promoting alliances between enterprises in developed and developing countries. The United Nations and other development assistance organizations should
assist developing countries in identifying sources of financing for the transfer of cleaner technology.

Notes


2 See World Bank, World Development Indicators 2000.


