

Subcommittee Meeting of the Committee of Permanent Representatives

20 September 2018, 2:00 p.m. to 5:00 p.m.

United Nations Office at Nairobi Gigiri,

Conference Room 1

**Agenda Item 4: Work and Mandate of the Ozone Action Team**

# OZONACTION

## UN ENVIRONMENT TAKING ACTION ON THE MONTREAL PROTOCOL



### A Treaty That Works

Under the landmark Montreal Protocol on Substances that Deplete the Ozone Layer, all countries in the world are taking targeted, time-bound actions to reduce and eliminate their production and consumption of man-made chemicals that destroy the stratospheric ozone layer, Earth’s protective shield. The objective of this multilateral environmental agreement (MEA) is to protect human health and the environment by phasing out nearly 100 industrial chemicals known as ozone depleting substances (ODS), which include hydrochlorofluorocarbons (HCFCs), chlorofluorocarbons, halons, methyl bromide, and other substances. All 197 UN Member States – both developed and developing countries – have ratified the Protocol, making it the only international treaty to have achieved universal membership. Since 1987, under the principle of equal but differentiated responsibilities, the Parties have worked diligently to achieve

the Protocol’s objectives by consistently meeting their binding and measurable compliance commitments.

As a result of this determined national implementation, the ozone layer is being repaired and is expected to recover to pre-1987 levels by mid-century, provided that the work of the Montreal Protocol continues as scheduled. Because of this achievement, the Protocol is widely heralded as a success story both in terms of achieving its direct aims in phase-out targets and the resultant curbs in ozone depletion, and consequent environmental and public health benefits. Now, with the agreement of the 2017 Kigali Amendment, the Protocol is poised to achieve additional climate benefits through the phase down of powerful global warming gases known as hydrofluorocarbons (HFCs). The amendment has been ratified by 46 Parties to date and it will enter into force on 1 January 2019.

### Taking Action on Ozone

Article 10 of the Montreal Protocol established the treaty’s financial mechanism, known as the Multilateral Fund, to meet the agreed incremental costs of developing countries’ compliance and to finance a clearinghouse function to foster information exchange, networking and capacity building.

When UN Environment became an Implementing Agency of the Fund on 19 June 1991, it was given this clearinghouse mandate. Since then, the OzonAction Branch of the Law Division has been strengthening the capacity of governments – particularly the operational focal points for the Montreal Protocol, known as National Ozone Units – as well as industry, customs and enforcement agencies in developing countries to elaborate and enforce the policies required to implement the Protocol and to make informed decisions

about alternative technologies and trade monitoring and control. OzonAction’s overall goal is to enable those countries to meet and sustain their compliance obligations under the treaty.



OzonAction has 147 developing country clients that cover a broad spectrum in terms of population, geographic size, location, and level of ODS consumption and production, ranging from Niue, the smallest consuming country, to China, the largest. This varied client base includes 48 countries classified by the UN system as Least Developed Countries and 38 countries classified as Small Island

Developing States.

OzonAction is wholly financed by the Multilateral Fund’s Executive Committee, a subsidiary body of the Parties to the Montreal Protocol.

## Enabling Compliance Through OzonAction



In 2002, OzonAction strategically reoriented its approaches and delivery mechanisms by creating a unique Compliance Assistance Programme (CAP) to help developing countries (known as “Article 5 countries”) better address the demands of the Protocol’s compliance period. The majority of the CAP staff are located in UN Environment’s Regional Offices (Bangkok, Manama, Nairobi, Panama City) where they closely interact with National Ozone Units on a day-to-day basis to help them reach their compliance objectives. This regional delivery mechanism comprises the following interconnected and mutually-supporting services and projects:

### Services

**Compliance assistance services.** Compliance with the Protocol is the key overall indicator of success for UN Environment and the other members of the Montreal Protocol family of institutions. When a country is in danger of not meeting a specific obligation under this MEA, UN Environment and its sister institutions mobilize to provide proactive support to that country, to enable them to avoid being in non-compliance or quickly returning to compliance. CAP provides specific, tailored assistance to countries by providing direct support for the development and enforcement of legislation, regulations and other policies, assistance with technology issues, data reporting guidance and capacity building activities.

**Regional Networks of National Ozone Officers.** National Ozone Units, which are usually based in Ministries of Environment, are in the “driver’s seat” of national implementation of the Montreal Protocol. CAP assists all 147 developing countries through its Regional Networks, a highly-successful and cost-effective capacity building mechanism that promotes the exchange of information, experience and know-how between countries on how to meet the Montreal Protocol commitments, report data, set and enforce policies, adopt technologies and effectively manage their national programmes. CAP manages 10 Networks covering: Africa Anglophone, Africa Francophone, Caribbean, Central America, Eastern and Central Europe, Pacific Island Countries, South America, South Asia, South East Asia Pacific, and West Asia.

**South-South cooperation.** CAP facilitates targeted cooperation between two or more countries on specific technical or policy challenges facing developing countries in the implementation of the Montreal Protocol. This can take the form of missions, short-

term National Ozone Units staff exchanges, or provision of expertise.

**Capacity building.** Training, information and support services that help developing countries build the national capacity of strategic stakeholders – notably National Ozone Officers, customs officers, and refrigeration technicians – to create the necessary enabling environment for the effective implementation of national Montreal Protocol programmes.

**Information and outreach.** A global information, communication, education service that provides National Ozone Units and other stakeholders with publications, e-services and other tools. CAP promotes the overall visibility of the Montreal Protocol and the Multilateral Fund achievements and supports the development and implementation of regional and national information, education and communication strategies and products.

### Project support

CAP currently assists 140 countries develop, implement and report on a portfolio of over 400 Multilateral Fund projects:

**HCFC Phase out Management Plans (HPMPs).** UN Environment assists 101 countries with the preparation and implementation of the integrated national strategies to phase out HCFCs known as HPMPs. These projects are the cornerstones of the phase out process and include technical conversion projects (investment projects), policy support, and capacity building projects (non-investment projects). UN Environment delivers the majority of these projects in close cooperation with the other Implementing Agencies and bilateral agencies.

**Institutional Strengthening (IS) projects.** The staff, facilities and operations of National Ozone Units in developing countries are financially supported by the Multilateral Fund through biannual IS projects. UN Environment provides 104 countries with ongoing technical assistance and administrative support for their projects, including assistance with activities covered therein and the submission of renewals.

**ODS Alternative surveys.** UN Environment assisted 78 countries with the preparation of their surveys, which gathered initial critical information about the importation and use of chemicals that replace HCFCs.

**HFC Enabling activities.** The Multilateral Fund is helping countries to facilitate and support the early ratification of the Kigali Amendment and initiate activities to help countries fulfil their initial obligations with regard to the HFC phase-down through these specific projects. UN Environment is assisting 80 countries to undertake these projects.

CAP also assist several bilateral agencies with the implementation of their Multilateral Fund projects and engages in select partnerships with other organisations for Montreal Protocol objectives complementary to the Multilateral Fund.

## A Strategic Approach

These services are delivered in accordance with UN Environment's 3-year rolling strategy under the Multilateral Fund. The strategy is based on the current and anticipated needs of the countries, focusing on specific compliance obligations, low-volume ODS consuming countries, and the refrigeration servicing sector. For 2018-2020, OzonAction's overarching objectives are:

- 1 Assist countries to comply with their HCFC phase out commitments and sustaining compliance with prior targets
- 2 Strengthen the Refrigeration Servicing Sector for Ozone- and Climate-Friendly Alternatives
- 3 Build capacity to initiate enabling activities for the HFC phase down
- 4 Leverage the Clearinghouse mandate



To most efficiently help developing countries, OzonAction maintains a strong collaborative partnership with the Multilateral Fund Secretariat, the Ozone Secretariat, and other Implementing Agencies – UN Development Programme (UNDP), the UN Industrial Development Organisation (UNIDO), and the World Bank) – as well as with bilateral agencies, professional and industry associations, international organisations and NGOs.

## Achievements

Over the last twenty-seven years, OzonAction has:

- Supported the universal ratification and five amendments by developing countries
- Contributed to the very low rate of non-compliance to date
- Assisted with timely and quality data reporting by countries as per national obligations
- Built and strengthened national institutional capacity
- Assisted countries with implementing over 2,200 projects financed by the Multilateral Fund
- Promoted country ownership of Montreal Protocol programmes
- Developed innovative partnerships with key international, regional and national associations and organisations to jointly pursue Montreal Protocol objectives
- Contributed to achievement of multiple Sustainable Development Goals

Most importantly, the ongoing partnership between OzonAction and 147 National Ozone Units has helped developing countries to smoothly and successfully navigate through multiple technology transitions and policy changes, ultimately enabling them to sustain compliance and meet their national Montreal Protocol compliance obligations.



**OZONACTION**  
CONTRIBUTES TO THE

  
**SUSTAINABLE  
DEVELOPMENT  
GOALS**



## Challenges and Opportunities Ahead

A key upcoming challenge for developing countries will be to simultaneously implement the timely phase out of their remaining HCFC consumption while at the same time preparing for the phase down of HFCs. OzonAction's goal is to help them make a "quick start" on this HFC job, while at the same time not ensuring that they meet HCFC targets according to their existing commitments.

**Evolving role of National Ozone Units.** The Kigali Amendment has catalysed a change in the role and responsibilities of Ozone Officers. Replacing HFCs with the new generation of refrigerants will require additional specific capacity building and training at national level both for the National Ozone Officers as well as the refrigeration air conditioning technicians. Recurring activities such as the compliance assistance services will continue throughout the three years, re-adjusted based on the lessons learnt.

**Legislation and policies.** Developing countries will need to strengthen their policy and regulatory infrastructures and review, update and/or develop legislation, including import-export licensing and quota systems to reflect the Kigali Amendment requirements. HFC policy design may expand on existing regulatory frameworks that have enabled a successful phase out of ODS and or require elaboration of new policies. Specific support will be accorded to National Ozone Units to assess whether existing ODS controls are now fit for purpose to include HFCs and establish links between the HCFC phase out.

**Refrigeration servicing sector.** For the majority of the countries, the refrigeration servicing sector continues to be the largest or the only consumer of ODS and is therefore one of the most important sectors being addressed by the Multilateral Fund. The possibility to address HCFC phase-out concurrently with an HFC phasedown could potentially allow a more holistic, robust and comprehensive approach to assist the sector to reduce consumption, ensure safe handling, as well as to ensure equipment operate in optimal conditions thus reducing the energy consumption. Service technicians and operators need to be properly trained to safely commission, service, repair and decommission equipment based on alternative technologies (flammable, higher toxicity, higher pressure). HPMPs provide countries an opportunity to make the right technology choices of non-HCFC, low-GWP refrigerants and non-HFCs. Over the last years, CAP forged new partnerships to support activities for



sustainable technician training and good servicing practices under the HPMPs. CAP will coordinate with all stakeholders a global training for technicians in good practices and a harmonized model RAC certification programme for Multilateral Fund-wide use.

**Market transformation.** Reduction of national and regional barriers to promote the early introduction of low-GWP alternative technologies to Article 5 country markets is needed immediately to avoid the replacement of HCFC-based technologies with high-GWP HFC-based technologies. OzonAction will continue to conduct regional and inter-regional thematic technical workshops for National Ozone Units to urge countries adopt and adapt if necessary, current standards that would facilitate the market entry and national technology choices for low-GWP alternatives to HCFCs and HFCs.

**Customs.** Given that illegal and unwanted ODS trade is a transnational issue, empowering, building skills and equipping customs and enforcement staff are vital if the Montreal Protocol is to be ultimately successful. The CAP informal and voluntary informal Prior Informed Consent mechanism, and training materials for customs and enforcement officers, are useful tools to reduce discrepancies between import/export data, identify and reduce illegal trade. National customs and enforcement training programmes need to be reinforced to reflect the Kigali Amendment obligations.

**Data reporting.** CAP will explore the opportunities for synergy in policies, for data gathering, analysis and reporting, license and quota systems, updating regulations/legislation for both HCFC phase-out and HFC phase-down. Article 5 countries will need to adopt new data collection, verification and reporting methodologies. For many countries, this will need to be done by building on the lessons learned during the preparation of the ODS alternatives surveys.