

FUTURE DESIGNS for GLOBAL ENVIRONMENTAL MANAGEMENT: WHAT HAS BEEN DONE? WHAT CAN BE DONE? ¹

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Abstract

In this study, the need for a new institutional organization, using historical and descriptive research methods is evaluated and the pursuits towards global environmental organization are set forth. Evaluation is based on configuration and policies of other international formations taking an efficient role in UNEP, GEF and global environmental management. The aim of this study is to find answers to the following two questions and open a discussion: (1) What is the level of success of existing global environmental management in the solution of environmental problems? (2) Is it possible to establish a Global Environmental Organization (GEO) that can produce environmental policies integrating and coordinating specialized units carrying out responsibilities related with the environment under the framework of United Nations and *to apply international sustainability policy?*

Keywords: *UNEP, GEF, Global Environmental Management, World Environmental Organization.*

Introduction

Efforts to find a solution to global environmental problems accelerated after United Nations Conference on the Human Environment held in Stockholm in 1972. UNEP (United Nations

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Environment Program) is a product of these efforts and it was founded in June 5, 1972. UNEP is one of the leading organizations about global environment management in United Nations system. In addition, many of the specialized agencies of the United Nations such as WHO, FAO and ILO carry out works towards environmental protection. Another mechanism developed for solution of global environmental problems and committed to provision of funds to the projects and programs towards protecting the environment particularly in the developing countries is the GEF (Global Environment Facility) initiated as a branch of World Bank in 1991.

UNEP, UNDP and the World Bank are the three partners implementing GEF projects. UNEP and UNDP provide scientific and technical support to GEF. UNDP is responsible for the provision of technical assistance to GEF projects and contributes to the determination of the projects which will support financially. World Bank regulates the utilization of the fund and carries out investment projects (UNDP-GEF, 2009). But as well as the environmental policies carried out by these organizations and other related organizations are not integrated they are not integrated with UNEP which is the most important organization where environmental problems are taken up internationally. In this sense there is a problem of coordination and efficiency in international co-operational system about global environmental policies and management.

A quick overview of the international institutions shows that the environment is relatively neglected at the global level. Initially, the environment was a second issue for the United Nations (UN). When the UN was created/established in 1945, its mandate focused on peace, human rights and social and economic progress. Thus, environmental protection is missing from the UN Charter. International institutions and organizations were built but none of them were created with explicit mandate to address environmental issues. Meanwhile,

specialized agencies such as Food and Agriculture Organization, World Health Organization, International Maritime Organization, and UNESCO acquired sectoral competencies in the environmental field (Harada, 2003, 4).

The idea of establishing an environmental organization is not new. From 1990s (Since the end of the 1990s) till now, the establishment of new environmental structure idea has been emerging recurrently on the international scene, especially within the United Nations System, but the concensus is not implemented yet. In this context, we can said that there is a consensus about only the environmental redesign in the global system. The main point about these discussions is related to how the forms of power will be or how should the new form of global environmental organization. At this point, the main question is: What is necessary is a sound explanation of the role such an organization/institution could play and the mechanism by which it could improve the protection of the global environment.

1. The Main Actors of the Global Environmental Governance

The process that began with the Stockholm Conference, the need for the international and supranational organizations has raised on environmental issues. In this context, and after 1970s, many international organizations have included the environmental issues under a seperate heading within the their existing policies.

1.1. United Nations (UN)

The UN has 4 main purposes: (1) to keep peace throughout the world; (2) to develop friendly relations among nations; (3) to help nations work together to improve the lives of poor people, to conquer hunger, disease and illiteracy, and to encourage respect for each other's rights and freedoms; (4) to be a centre for harmonizing the actions of nations to achieve these goals.

In 1972, the first international conference dedicated to the environment was held in Stockholm. It showed a clear attention to unite under one program all the activities undertaken in this field by the different organizations and institutions of the UN, in order to endow them with new dimension. Thus, the UNEP was established with a narrow mandate and a small budget. When we look at the environmental institutions or organizations within the UN system, we can see numerous agencies that undertaking environmental responsibility.

International environmental responsibilities are spread across too many institutions with diffuse, overlapping, and even conflicting mandates. Thus, UNEP competes for time, attention, and resources with more than dozen other UN bodies (such as the Commission for Sustainable Development-CSD, the World Meteorological Organization (WMO), the International Oceanographic Commission (IOC), the UN Educational, Scientific and Cultural Organization (UNESCO) and others) with environmental responsibilities and interests. UNEP, UNDP, WMO, as well as the Organization for Economic Cooperation and Development (OECD) and the World Bank, for example, all have climate change programs underway with little coordination and no sense of strategic division of labor. In a similar vein, the World Humanity Action Trust Commission on Water has identified more than twenty bodies and specialized agencies within the UN system with water programs. Adding to this fragmentation are the independent secretariats to numerous treaties including the Montreal Protocol (ozone layer protection), the Basel Convention (hazardous waste trade), the Convention on International Trade in Endangered Species (CITES), the Climate Change Convention, and many others (Esty and Ivanova, 2001).

The number of environmental treaties has soared over the last few decades. UNEP estimates that there are now over 500 international treaties and other agreements related to the environment, more than 300 of which have been agreed to since the first UN Conference on the environment was held in Stockholm in 1972, and 41 of which UNEP considers “core environmental conventions” (French, 2002, 176).

The organizations such as UNEP, GEF, WHO, ILO, FAO have some environmental functions and have taken the environmental responsibility within the UN system, directly or indirectly.

The United Nations Specialized Agencies were in fact, at the time of the Stockholm Conference, some of the key players in the environmental field. UNESCO, for example, had been active since 1948.

In 1968 a UNESCO Conference on the Rational Use and Conservation of the Resources of the Biosphere (generally known as ‘the Biosphere Conference’) reviewed the achievements of the ICSU-led International Biological Programme and proposed a continuing Man and Biosphere programme (MAB), launched in 1970. The World Meteorological Organization (WMO) was involved in weather and climate analysis, including the interpretation of meteorological effects on man’s activities, such as transport, agriculture, industry, living conditions. The United Nations Food and Agriculture Organization (FAO) had a Committee on Pesticides in Agriculture and had held in December 1970 a technical conference on marine pollution and its effects on living resources and fishing (Johnson, 2012, 15).

The International Labour Office (ILO) aimed to study and control pollution in the working environment. The World Health Organization (WHO) studied the health and welfare aspects of air and water pollution. The International Atomic Energy Agency (IAEA)

played a central role in the control of radioactive contamination of the environment.

The United Nations Conference on Trade and Development (UNCTAD) had been established in 1964 to analyse the practices and effects of international trade. In 1967 the United Nations Industrial Development Organisation was established to promote and accelerate the industrialisation of developing countries and to coordinate the industrial development activities of the United Nations system (Jonhson, 2012, 15-16; UN, 2013).

The World Bank, itself a Specialized Agency of the United Nations, though with a rather special statute and status, was increasingly active in the field of environment.

The **United Nations Environment Programme (UNEP)** is an international institution (a programme, rather than an agency of the UN) that coordinates United Nations environmental activities, assisting developing countries in implementing environmentally sound policies and practices. It was founded as a result of the United Nations Conference on the Human Environment in June 1972 and has its headquarters in the Gigiri neighborhood of Nairobi, Kenya. UNEP also has six regional offices and various country offices. The UNEP's mission is to provide leadership and encourage partnership in caring for the environment by inspiring, informing, and enabling nations and peoples to improve their quality of life without compromising that of future generations (UNEP, 2013).

GEF (Global Environmental Facility) is another important actor for global governance.

The Global Environment Facility (GEF or the Facility) was established in the International Bank for Reconstruction and Development (IBRD or World Bank) as a pilot program in order to assist in the protection of the global environment and promote thereby

environmentally sound and sustainable economic development, by resolution of the Executive Directors of the World Bank and related interagency arrangements between the United Nations Development Programme (UNDP), the United Nations Environment Programme (UNEP), and the World Bank (GEF, 2011, 11).

The GEF shall operate, on the basis of collaboration and partnership among the Implementing Agencies, as a mechanism for international cooperation for the purpose of providing new and additional grant and concessional funding to meet the agreed incremental costs of measures to achieve agreed global environmental benefits in the following focal areas (GEF, 2011, 12): (1) biological diversity; (2) climate change; (3) international waters; (4) land degradation, primarily desertification and deforestation; (5) ozone layer depletion; and (6) persistent organic pollutants.

The GEF is a key international instrument for assisting countries to live up to their commitments under major international environmental agreements. The GEF is open to all countries; the developed countries are the donors while the main recipients are developing countries.

1.2. European Union

The Paris Summit meeting of heads of state and government of the European Economic Community (EEC) in October 1972 is often used to point the beginning of the EU's environmental policy. A declaration on environmental and consumer policy was adopted at this summit which requested the European Commission to draw up an action programme for environmental protection. This (first) Environmental Action Programme was adopted in July 1973 and represented the EU's first environmental policy. Furthermore, the task force within the Commission that drew up this action programme

eventually led to the formation of a Directorate General for the Environment (Knill and Liefferink, 2012).

The EU is an important – even an ‘influential – actor in international environmental negotiations. Therefore, if one wants to understand the processes and outcomes of international environmental negotiations, one needs to be familiar with the role that the EU plays there. Also, developments at the international level, especially the UN treaties, have an influence on the EU, its policies and the extent to which it can be a global actor. Thus, European and international environmental politics and policies are constantly interacting and thus mutually constitutive (Delreux, 2012; Hamamcı, 1997). The EU is a party to all major Multi-lateral Environmental Agreements covering a whole variety of environmental issues. The EU is also able to fully participate in international environmental negotiations, either as an observer in the UN context or as a party to the mother treaty in various Conference of the Parties (COPs) and Meeting of the Parties (MOPs). The EU is often observed as a leader in global environmental politics. As in other areas of external action, the EU’s external environmental policy is often characterised by a mismatch between its ambitions and its ability to deliver in practice (Yasamis, 1995).

The European Union concentrated on the environmental issues in the system and made a number of arrangements from 1973 to 1987. The EU first environmental action plan was prepared by the Union in 1972, the Single European Act entered into force in 1987. Shortly, in this period the environment had become the fastest growing policy of the Union (Burchell and Lightfoot, 2001, 34-36). Also, Article B of the Maastricht describes environmental protection as one of the tools used to achieve sustainable development.

1.3. World Trade Organization (WTO)

The WTO provides a forum for negotiating agreements aimed at reducing obstacles to international trade and ensuring a level playing field for all, thus contributing to economic growth and development. The current body of trade agreements comprising the WTO consists of 16 different multilateral agreements (to which all WTO members are parties) and two different plurilateral agreements (to which only some WTO members are parties). Over the past 60 years, the WTO, which was established in 1995, and its predecessor organization the GATT have helped to create a strong and prosperous international trading system, thereby contributing to unprecedented global economic growth. The WTO currently has 159 members, of which 117 are developing countries or separate customs territories. WTO has an annual budget of approximately CHF 200 million (\$180 million, €130 million) (WTO, 2013).

Sustainable development and protection and preservation of the environment are fundamental goals of the WTO. They are enshrined in the Marrakesh Agreement, which established the WTO, and complement the WTO's objective to reduce trade barriers and eliminate discriminatory treatment in international trade relations. The WTO contributes to protection and preservation of the environment through its objective of trade openness, through its rules and enforcement mechanism, through work in different WTO bodies, and through ongoing efforts under the *Doha Development Agenda*. The Doha Agenda includes specific negotiations on trade and environment and some tasks assigned to the regular Trade and Environment Committee. While there is no specific agreement dealing with the environment, under WTO rules members can adopt trade-related measures aimed at protecting the environment provided a number of conditions to avoid the misuse of such measures for protectionist ends are fulfilled (WTO, 2013).

In 1999, a symposium organized by the WTO's had focused on the issue of strengthening global environmental governance and was presented a suggestion for the establishment of the World Environmental Organization that will have a similar or equivalent structure with WTO.

There are 6 multilateral environmental agreement within the scope of environmental negotiations: The Montreal Protocol on Substances that Deplete the Ozone Layer, The Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and their Disposal, The Cartagena Protocol on Biosafety, The Rotterdam Convention on the Prior Informed Consent Procedure for Certain Hazardous Chemicals and Pesticides in International Trade and finally, The Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES).

1.4. World Bank (WB)

The World Bank was created at the 1944 Bretton Woods Conference, along with three other institutions, including the International Monetary Fund(IMF). The World Bank and the IMF are both based in Washington DC, and work closely with each other. The World Bank is a global connector of knowledge, learning and innovation for poverty reduction. The World Bank is a vital source of financial and technical assistance to developing countries around the world. The World Bank's environmental and social safeguard policies are a cornerstone of its support to sustainable poverty reduction. The objective of these policies is to prevent and mitigate undue harm to people and their environment in the development process (WTO, 2013).

The World Bank is a prominent actor or player in global environmental governance with the structural adjustment programs, project loans to underdeveloped countries and a tool such as the GEF

(Global Environmental Facility). WTO has also important roles within the GEF Management System. In addition to this, the WTO is a financial institution for implementing of the Multilateral Fund of the Montreal Protocol and the UN Convention to Combat Desertification. The Bank helps to the member states to achieve the goals by defining the international agreements and protocols and others. This involves technical assistance, transfer of financial resources and the partnership between public and private sector for the development of markets for environmental goods and services. By the 2000s, the value of the Bank's projects towards environmental targets reached \$ 16 billion (Johnson, 2001).

1.5. Non Governmental Organizations (NGO)

We can say that 1992 Rio Conference was turning point for NGO. Because after the Conference, NGOs have obtained a more effective position in the United Nations system. The Conference provided an opportunity for the NGOs that this is to take part in international politics as actors within the system. These organizations have become one of the ways of finance from developed countries to developing countries.

It can be summarized as follows: Collection and dissemination of information and its analysis, agenda-setting and the provision of data for the policy-making processes, making operational functions, the evaluation of environmental events or issues, to take a leading role for compliance with environmental agreements and the defense of environmental justice.

In addition to all, the multinational companies can be accepted as an important actor within the governance system. Multinational companies are often major players in taking the social responsibility on the environmental issues, because their activities may lead to environmental damages. At this point, we can expressed that the

multinational companies is an important guiding and shaping tool on the government policies. Also, the companies have the some router functions that may affect the public's preferences.

Table 1: Main Organizations for Environmental Protection within the United Nations System

Organization		Environmental Functions/Areas of Work	International Environmental Agreements executed by the Organization
UNECE (United Nations Economic Commission for Europe)	The United Nations Economic Commission for Europe (UNECE) was set up in 1947 by ECOSOC. It is one of five regional commissions of the United Nations. UNECE's major aim is to promote pan-European economic integration.	<ul style="list-style-type: none"> • Environment for Europe • Environmental Monitoring • Environmental Performance Reviews • Education for Sustainable Development (ESD) • Sustainable Development • Transport, Health and Environment • Green Economy UNECE also includes the Committee on Environmental Policy	<ul style="list-style-type: none"> • Convention on Long-range Transboundary Air Pollution; • Convention on Environmental Impact Assessment in a Transboundary Context; • The Helsinki Convention on the Protection and Use of Transboundary Watercourses And International Lakes, • Convention on the Transboundary Effects of Industrial Accidents, • Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters (Aarhus Convention)
UNEP	It was founded as a result of the United Nations Conference on the Human Environment in June 1972. The UNEP's mission is to provide leadership and encourage partnership in caring for the environment by inspiring, informing, and enabling nations and peoples to improve their quality of life without compromising that of future generations	The UNEP has six main thematic areas as follows: <ul style="list-style-type: none"> • Climate change, • Disaster&Conflicts • Ecosystem Management • Environmental Governance • Harmfull Substances • Resource Efficiency 	<ul style="list-style-type: none"> • The Agreement on the Conservation of African-Eurasian Migratory Waterbirds (AEWA) • The Rotterdam Convention on the Prior Informed Consent Procedure for Certain Hazardous Chemicals and Pesticides in International Trade, • The Convention on Biological Diversity (CBD) • Stockholm Convention on Persistent Organic Pollutants, • The Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) • The Montreal Protocol on Substances that Deplete the Ozone Layer • The Vienna Convention for the Protection of the Ozone Layer • The Basel Convention on the Control of Transboundary Movements of Hazardous Wastes
UNDP	The UNDP was founded in 1966 with the merger of the Expanded Programme of Technical Assistance and the United Nations Special Fund. Since 1966, the UNDP has been partnering with people at all levels of society to help build nations that can withstand crisis and drive and sustain the kind of growth that improves the quality of live for everyone. UNDP is an executive board within the United Nations General Assembly	UNDP works in four main areas: <ul style="list-style-type: none"> • poverty reduction and achieving the Millennium Development Goals (MDGs); • democratic governance; • crisis prevention and recovery; • environment and sustainable development. 	

UNESCO	UNESCO's mission is to contribute to the building of peace, the eradication of poverty, sustainable development and intercultural dialogue through education, the sciences, culture, communication and information.	The Organization focuses, in particular, on two global priorities: Africa and gender equality. And others: <ul style="list-style-type: none"> • Attaining quality education for all and lifelong learning, • Mobilizing science knowledge and policy for sustainable development • Addressing emerging social and ethical challenges • Fostering cultural diversity, intercultural dialogue and a culture of peace • Building inclusive knowledge societies through information and communication 	"Man and Biosphere", a special research program was initiated by the UNESCO in 1970. UNESCO has provided the clearer definition of environmental rights and thus the environmental rights have become part of the third generation of human rights. Also UNESCO has spent great efforts to sign the Ramsar Convention and the Paris Convention on Cultural and Natural Heritage (the World <i>Heritage Convention</i>)
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2. Why the New Global Environmental Organization (GEO)?

The UN, since its establishment, has not fulfilled its mission which is to keep peace throughout the world. Existing international organizations are not yet succeeded in providing justice. International institutions such as the IMF and the World Bank have a functioning mechanism in favor of the developed countries.

In today's World, divisions among communities continue and these lead to conflicts from time to time. There is no end in sight to the international divisions over the future of humanity. Thus, the main reason for the need to establish a new global environmental organization can be explained as follows:

Religion divides more than it unites. Language divides communities. Racial divides in the world lead to conflict among communities that are still a major problem for societies/communities around the world.

In this case, there is a hope of the Humanity for keep the peace and to achieve sustainability that this only the environment.

Environmental protection cannot be perceived in isolation and not be considered as an element separator. This is very important to make peace. Environment is the lifeblood of humanity.

To create a sustainable society for the environment and humanity is the one of the most important global messages in the 21st Century. As well as protecting the environment and ensuring economic growth and development that the new environmental trends have been recognized at the global level. Global and regional organizations such as UN, World Bank, WTO, European Union (EU) dedicated to addressing many applications sensitive to environmental issues in their political areas.

Discussion on the restructuring of UNEP as a World Environmental Organization for global governance was one of the most critical and prominent issues at the United Nations Rio +20 Conference in Rio de Janeiro, in 2012 (4 to 6 June).

The Prime Minister of Malaysia said at this Conference (UNEP, 2013): “I believe the time is appropriate to consider the creation of a World Environment Organization (WEO) to anchor the global efforts for the environment. However unlike the World Trade Organization (WTO) which is regulatory and sets standards, the proposed environmental body should be consultative and facilitative to assist countries to meet the global commitments derived from mutual agreements.”

However, to create a sustainable society requires new arrangements that goes beyond the knowledge and approach to the economy. Therefore, to make a revolution for only economic institutions in order to create a global community is not enough. In addition to this, it is required to strengthen environmental organizations against to economic power centers to maintain the ecological balance. The idea of converting the UNEP as a World

Environmental Organization (WEO) and upgrade to the same level as with WTO is discussed, especially since the 1990s, and the idea has also gained importance nowadays (Esty, 2001; Biermann, 2000; French, 2000).

UNEP has many significant successes since its founding in 1972, in spite of all this, the UNEP has limited to more works due to restricted financial resources and enforcement power. Environmental problems raise the position within the UN system does not provide benefits now. To upgrade the position of the environmental problems in the United Nations system or increased susceptibility to these problems does no longer provide benefits. The WEO may be useful against to institutional fragmentation and may be helpful for collective action among institutions. To achieve this, the international agreements should be strong enforcement capability and WEO must have sufficient financial resources to undertake innovative environmental programs (French, 2000, 270-272)

Until recently, trade policymakers and environmental officials worked on separate tracks, rarely perceiving their path as intersecting. Now that environmental protection has become a central issue on the public agenda, trade and environmental policies seem deeply intertwined and in some cases badly tangled. Trade experts have responded with a sharp defense of the international trade regime and have expressed fear that further progress toward free trade will be undermined by protectionism in the guise of environmentalism (Esty, 1993, 32).

3. How to be organized in the UN System

There are three major components for the global environmental re-design or reconstruction: The first is the creation of processes for the establishment of new institutions and norms at international level. Secondly, to encourage non-governmental

organizations (NGO), the business community, academia, local governments and other factors to ensure participation in solving environmental problems. Third, and finally, to provide more discussion on the reasons such as population growth, poverty, technological deficiencies and market failures that lead to global environmental problems.

Many observers and academicians agree that progress in environmental policy since 1992 Earth Summit in Rio de Janeiro has been slow (Biermann, 2000).

This article has supported the case for organizational reform and strengthening of environmental protection within the UN system. Creating a global environmental organization or world environment organization would pave the way for the elevation of environmental policies on the agenda of governments, international organizations, and private actors. It could assist in developing the capacities for environmental policy in African, Asian, and Latin American countries and would improve the institutional environment for the negotiation of new conventions and action programs as well as for the implementation and coordination of existing ones. Also, the world environment organization has the potential to ensure that global environmental governance satisfies the criterion of a fair global distribution of burdens (Biermann, 2000, 11-12).

If centralization is the aim, why not a single WEO that consolidates all international environmental institutions under one umbrella? Such a complete organization could comprise UNEP, the hundreds of multilateral environmental agreements (MEAs), the WMO, the Global Environment Facility (GEF), the pollution control programs of the International Maritime Organization (IMO), the International Tropical Timber Organization, the fishery and forestry programs from the UN Food and Agriculture Organization (FAO), the Intergovernmental Panel on Climate Change (IPCC), the International

Oceanographic Commission, the UN Inter-agency Committee on Sustainable Development, and many others (Charnovitz, 2002, 12).

The major environmental meetings of the United Nations (1972 Stockholm Conference, 1992 Rio World Summit, 2002 Johannesburg World Summit on Sustainable Development and 2012 Rio+20 UN Conference on Sustainable Development) have been the biggest driving force and these have provided important opportunities for the redesign of institutions or organizations. In this case, we can say that the time to consider new global environmental organization.

The “institutional redesign for sustainability” has been one of the main themes of the UN Rio+20 Conference in Rio de Janeiro in June 2012. This design is based on the idea of strengthening the role of UNEP in the global system as a global environmental authority. As can be seen, since the 1990s, most of the academic and political debates have been focused on strengthening global environmental management system and need to gather under the one roof system. Governments are also expressed the same requests in improving international environmental institutions.

UN Commission on Global Governance was established in 1992. 1999 Human Development Report of the United Nations is expected to develop a global structure. The UN Human Development Report (1999) predicts the development of a corporate structure with the goal of global governance. In addition, various countries' environment ministers are prepared to be submitted to the UN Millennium Summit in Malmö Ministerial Declaration have been expressed in this thread.

In this case, UNEP can be converted to a more effective institution within the UN System by taking advantage of the strengths of the UN system and this should have a functioning mechanism that runs faster, may be more agile and more compatible.

Certainly, the establishment of single institutional for global environmental governance can not be considered as a guarantee to solve global environmental problems effectively. Therefore, a systematic and comprehensive approach is required for humanity that focuses on understanding the system and the needs to rethink on the system. This approach also has to be an approach that focused on the root causes of the problems experienced by existing institutions and the main actors of the transformation.

As Biermann (2011), one of the most significant barriers to expanding the domain of UNEP is voluntary financial contributions. When we look at the issue in terms of the UNEP's major target that this includes very important goals such as "to lead in environmental protection and to promote partnerships", it can be said that the UNEP's annual budget of 217 million dollars is quite low and the target is very ambitious. However, voluntary financial contributions can not be seen as a real and sufficient reason to explain the limited budget.

There are three main rationale of the need for a new organization: (1) To solve the problem of fragmentation of international institutional structure (2) To make the system more functional, more equitable and stronger financially. (3) The development of international environmental law. One result of fragmentation in the current system of international environmental governance is that the provisions of different environmental conventions sometimes act at cross-purposes.

Poor relative of international institutions (as UNDP, UNEP, World Bank, GEF) and complexity of the System is a prominent problem.

All these facts have been expressed in reports prepared by UNEP. They are as follows(Töpfer, 2001, 2,4; Harada, 2003):

- Upgrading UNEP from a United Nations program to a fully fledged specialized agency equipped with suitable rules and budget,
- Broadening of the mandate of GEF to make it financial mechanism of all global environmental agreements and link it more closely with UNEP
- Some consolidation between UNDP and UNEP
- Establishing of a new Global Environmental Organization (related questions remain, however: what functions would have it, would it act as an umbrella for multilateral environmental agreements, what financial resources and what authority will it possess?)
- Raising the profile of the Commission on Sustainable Development to integrate the three “pillars” –environmental, social, and economic- with greater involvement alongside GEF, other UN programs, and the United Nations Development Group, and involving ministries other than environmental ministries;
- Establishment of an international new environmental court.

A common approach to the governance authority is delegated to the most appropriate institution, and versatile enough to draw attention and complex problems can be treated. The main point about the institutional structure is very clear determination of responsibilities and the creation of an authorization structure that will be responsible for the positive or negative consequences of actions.

The naming of the new Organization (such as World Environmental Organization or Global Environment Organization) may not be sufficient to solve the problems. The important point is that the effective use of existing institutions and to realize a structure

change in order to reduce the internal and external pressure agents on the institutions.

Determining how to make international environmental governance work better requires understanding the nature of the current system. The number of environmental treaties has soared over the last few decades. UNEP estimates that there are now over 500 international treaties and other agreements related to the environment, more than 300 of which have been agreed to since the first U.N. conference on the environment was held in Stockholm in 1972, and 41 of which UNEP considers “core environmental conventions.” (French, 2002, 176).

Finally, it can be said that the strengthening of the UNEP within the UN System is the most suitable option. This empowerment should include the following: enhancing UNEP’s authority, strengthening the financial base of UNEP and improving the coordination. Because UNEP, despite having an advanced communication infrastructure and technology, the UNEP’s visibility is limited around the world except its facilities in Nairobi. At least one unit can be created on each continent or more than one unit as population. Within this scope of the institutionalization UNEP must reach all levels of governance (such as universities, NGO and others). The UNEP also needs to show the presence of UNEP in both traditional and social media. Thus UNEP must be constantly in the media. More generally, the GEO established within the UN system would contribute to a more balanced global governance, shifting the trends towards a more sustainable development by the way.

Conclusion

The ideas developed in this paper have benefited from intensive discussions with many people from academic and political life.

The international environmental policy draws attention to the three main elements for the reforms on the environmental structural redesign: (1) Better Coordination and Coherence of the International Institutional System (to solve failed collective action problem), (2) Democracy, (3) International environmental law.

In this context, environmental governance at the national, regional and global levels is critical for the achievement of environmental sustainability. Strengthened environmental governance should be in place at all levels to respond quickly and effectively to emerging environmental challenges, and to address agreed environmental priorities. There are required actions: To support coherent international decision-making processes for environmental governance; to catalyze international efforts to pursue the implementation of internationally agreed objectives; to support regional, subregional and national environmental governance processes and institutions; to promote and support the environmental basis for sustainable development at the national level.

For achieving environmental sustainability who should be the actors of environmental governance? Governments, intergovernmental and nongovernmental organizations, major groups, the private sector and civil society, individually or collectively, have a role in environmental governance. At the international level, multilateral environmental agreements have been increasingly playing an important role. Regional organizations and bodies provide forums for policy development and implementation in regions. The scientific

community has a specific role in providing a basis for scientifically sound and informed decision-making.

In literature, the studies on environmental governance deal with the issue from the perspective of sustainable development and also underline the requirement of global solidarity and cooperation. This point of view, also formed this study's discussion. In this context, the study evaluates the sustainable development concept in response to the question of "development or environment?"; and the relationship between sustainable development and environmental governance and also the roles of actors like nation-states, international organizations, nongovernmental organizations and multinational companies, in this relationship.

The UN, since its establishment, has not fulfilled its mission which is to keep peace throughout the world or peacekeeping. Existing international organizations are not yet succeeded in providing justice. International institutions such as the IMF and the World Bank have a functioning mechanism in favor of the developed countries. In today's World, divisions among communities continue and these lead to conflicts from time to time. There is no end in sight to the international divisions over the future of humanity. Thus, the main reason for the need to establish a new global environmental organization can be explained as follows: *Religion divides more than it unites. Language divides communities. Racial divides in the world lead to conflict among communities that are still a major problem for societies/communities around the World. In this case, there is a hope of the Humanity for keep the peace and to achieve sustainability that this only the environment.*

Environmental protection cannot be perceived in isolation. A global environmental organization must take this into consideration. The global environmental organization has the potential to ensure that global environmental governance satisfies the criterion of a fair global distribution of burdens.

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