

## Policy Briefing: International Cooperation and Opportunities for the FCTC

Fourth session of the Conference of the Parties to the WHO Framework Convention  
on Tobacco Control 15-20 November 2010, Punta del Este, Uruguay

### Recommendations:

The Framework Convention Alliance urges Parties to explore ways to include FCTC implementation in existing international and regional cooperation initiatives.

FCA encourages Parties to use, to the extent possible, existing institutional and operational frameworks for South-South and triangular cooperation to exchange scientific, educational, technical, legal and other expertise relevant to the implementation of the Convention.

The COP should adopt a decision requesting the Secretariat to:

- Further develop and broaden engagement with the United Nations Development Programme (UNDP) and other organisations and bodies which are part of the UN development system, and in particular with ECOSOC, regional commissions of ECOSOC, and Resident Coordinators;
- Actively support and engage in the special meeting of the Ad Hoc Interagency Task Force on Tobacco Control recommended in the 2010 report of the Secretary-General and the subsequent ECOSOC resolution;
- Continue the efforts to include FCTC implementation within the United Nations Development Assistance Framework (UNDAF) at country level;
- Continue to identify intergovernmental organisations and development agencies that could contribute to FCTC implementation and develop, in cooperation with such organisations and agencies, a comprehensive matrix of the potential areas of cooperation;
- Keep abreast of related developments in multilateral forums and continue to draw the attention of policy-makers to the importance of a range of forms of cooperation to promote implementation of the Convention, including South-South and triangular cooperation; and
- Present a report on progress to the fifth session of the Conference of the Parties.

### **Background**

Parties have repeatedly recognised the importance of international cooperation in assisting developing countries and countries with economies in transition to implement the tobacco control policies mandated by the Convention. Under Article 26.5 (a) the Parties have agreed that 'all relevant potential and existing resources, financial, technical, or otherwise (...) that are available for tobacco control activities should be mobilised and utilised for the benefit of all Parties, especially developing countries and countries with economies in transition'. Article 23.5 (g) emphasises the importance of cooperation with "competent and relevant organisations and bodies of the United Nations system and other international and regional intergovernmental organisations and nongovernmental organisations and bodies as a means of strengthening the implementation of the Convention". A range of forms of cooperation to support implementation are required under Article 22 (Cooperation in the scientific, technical and legal fields and provision of related expertise) and Article 26 (Financial resources) of the Convention.

The third session of the Conference of Parties further endorsed efforts to enhance cooperation with other international bodies and organisations<sup>1</sup> and to promote and facilitate the transfer of expertise and technology<sup>2</sup>, included South-South cooperation in the workplan for the 2010-2011 biennium<sup>3</sup> in the context of mechanisms of assistance, and requested the Secretariat to report on the activities pursued in this regard.

### **The Current Framework of International Cooperation**

As requested by COP-3, the Secretariat has submitted to COP-4 a report on the “*Cooperation with international organisations and bodies for strengthening implementation of the Convention*”<sup>4</sup> as well as a separate report on “*South–South cooperation and implementation of the WHO Framework Convention on Tobacco Control*”<sup>5</sup>. The Secretariat has also submitted a brief report on the promotion of transfer of expertise and technology as part of its report on “*Financial resources and mechanisms of assistance*”<sup>6</sup>. These reports give an overview of the current status of international cooperation for FCTC implementation, highlighting both the opportunities and the challenges that lie ahead.

FCA welcomes the reports from the Secretariat. As emphasised by the reports, the current international cooperation framework for FCTC implementation includes several important components:

- A UN interagency cooperation component, centred on the Ad Hoc Interagency Task Force on Tobacco Control;
- A development component, centred on cooperation with the United Nations Development Programme (UNDP);
- Opportunities within the South-South cooperation framework.

### **Progress and Challenges**

The reports from the Secretariat highlight the significant progress made in identifying and consolidating important mechanisms of international cooperation:

- Integrating implementation of the Convention within the United Nations Development Assistance Framework (UNDAF) at country level<sup>7</sup>;
- Developing institutional contacts and coordination with various UN bodies such as the United Nations Office on Drugs and Crime, the United Nations Environment Programme, the International Labour Organisation, the World Customs Organisation, and the International Agency for Research on Cancer<sup>8</sup>;
- Developing an initial matrix of potential areas of cooperation with international organisations and bodies, in cooperation with members of the Interagency Task Force and other organisations and development partners<sup>9</sup>;
- Engaging with UNDP, regional commissions of ECOSOC, regional banks and other relevant development partners<sup>10</sup>;
- Identifying opportunities within South-South and triangular cooperation frameworks<sup>11</sup>.

FCA welcomes the Secretariat’s work and calls upon Parties to request the Secretariat to continue its efforts. The COP should mandate the Secretariat to further develop and broaden engagement with a range of relevant international organisations and bodies.

However, FCA is concerned that further progress may be undermined by a lack of financial resources. Activities related to South-South cooperation and cooperation with international organisations are subject to extra-budgetary contributions<sup>12</sup>. The Secretariat’s Interim Performance Report for the 2010-

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<sup>1</sup> Decision FCTC/COP3(19) work area 5.1

<sup>2</sup> Decision FCTC/COP3(19) work area 4.2

<sup>3</sup> Decision FCTC/COP3(19) work area 4.4

<sup>4</sup> Document FCTC/COP/4/17

<sup>5</sup> Document FCTC/COP/4/18

<sup>6</sup> Document FCTC/COP/4/16

<sup>7</sup> Document FCTC/COP/4/17, para 15

<sup>8</sup> Document FCTC/COP/4/17, para 18

<sup>9</sup> Document FCTC/COP/4/17, Annex 3

<sup>10</sup> Document FCTC/COP/4/17, para 16

<sup>11</sup> Document FCTC/COP/4/18

<sup>12</sup> FCTC/COP/4/18, para 3

2011 budget states that for the promotion of South-South cooperation activities, “convening of demonstration projects along with the planned expert meeting will be scheduled in 2011 for which the Convention Secretariat will continue to raise funds”<sup>13</sup>. Moreover, in terms of interagency cooperation, “[t]he review of relevant instruments available in other treaties will start in late 2010, with a view to finalising it in 2011, and will be subject to extrabudgetary funds to ensure in-depth legal and technical reviews”<sup>14</sup>.

### **The FCTC and UN Development Frameworks**

United Nations development assistance activities are carried out under the strategic framework of the Millennium Development Goals. While several UN agencies run specialised development programmes as part of the United Nations development network, UNDP, as the main development arm of the UN, has a key coordinating role. FCA commends the Secretariat’s cooperation with UNDP, especially during the joint needs assessment missions.

Several organisations within the United Nations system also have an important role to play in South-South cooperation. UNDP hosts the Special Unit for South-South cooperation and oversees the Resident Coordinator system, as well as coordinating and promoting South-South cooperation in the UN development system. The strategic framework for South-South cooperation in the UN system is included in the UNDP 2008–2011 strategic plan<sup>15</sup>, following the 2007 triennial comprehensive policy review<sup>16</sup> as well as recent decisions of the High-level Committee on South-South Cooperation<sup>17</sup>. Periodic policy reviews and High Level Committee meetings on South-South Cooperation are a good opportunity for the Parties to initiate discussions about FCTC implementation within the UNDP institutional framework.

FCA encourages the Parties and the Secretariat to use those opportunities to explore using the UNDP institutional framework for advancing implementation of the Convention.

The UNDAF is the strategic operational framework that sets out, in a coherent and integrated manner, the collective response of the UN development system to the national development priorities of a particular country. In this context, FCA welcomes the efforts of the Secretariat to cooperate with UNDP in order to include FCTC implementation within the UNDAF at country level, and encourages the COP to request the Secretariat to enhance this cooperation and report to the fifth session of the Conference of the Parties (COP-5) on progress in this area.

### **The FCTC and Cooperation within the UN Institutional Framework**

As the Secretariat mentions in its report on cooperation with international organisations<sup>18</sup>, the UN Economic and Social Council (ECOSOC) has adopted a resolution calling for a special meeting of the UN Ad Hoc Interagency Task Force on Tobacco Control to “explor[e] the possibility of further strengthening the multisectoral and interagency response to the needs related to global implementation of the Convention”. The Task Force brings together representatives from 22 organisations and agencies from the UN system, with specific capabilities and expertise in various fields; its meetings play an important role in championing a multi-sectoral and interagency response to needs related to the global implementation of the FCTC.

FCA urges the COP to request the Secretariat to actively support and engage in the special meeting of the UN Ad Hoc Interagency Task Force on Tobacco Control mandated by ECOSOC, and to present a report to COP-5 on its outcome.

Finally, FCA recommends that the COP request the Secretariat to continue identifying intergovernmental organisations and development agencies that could contribute to FCTC implementation and develop a comprehensive matrix of the potential areas of cooperation.

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<sup>13</sup> FCTC/COP/4/20, para 28

<sup>14</sup> FCTC/COP/4/20, para 30

<sup>15</sup> UNDP Strategic Plan, 2008-2010, Accelerating the global progress on human development, DP/2007/43/Rev.1 [www.undp.org/execbrd/word/dp07-43Rev1.doc](http://www.undp.org/execbrd/word/dp07-43Rev1.doc).

<sup>16</sup> Triennial comprehensive policy review of operational activities of the United Nations development system: conclusions and recommendations (A/62/253). Report of the Secretary-General <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N07/457/79/PDF/N0745779.pdf?OpenElement>

<sup>17</sup> Report of the High Level Committee on South-South cooperation, A/65/39 <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N10/225/43/PDF/N1022543.pdf?OpenElement>

<sup>18</sup> Document FCTC/COP/4/17

The Secretariat's report on Cooperation with International Organisations and Bodies for Strengthening Implementation of the Convention<sup>19</sup> highlights the link between tobacco use and non-communicable diseases. In this context, given the strategic importance of the High-level Meeting of the United Nations General Assembly on the Prevention and Control of Non-communicable Diseases, which will take place in New York in September 2011, the COP should request the Secretariat to provide, under the guidance of the Bureau, any required support for the preparation of the Summit.<sup>20</sup>

### **The FCTC and Regional Cooperation**

South-South cooperation is not a formal mechanism with rules and rigid institutional arrangements; a large variety of organisations, under different formal or informal arrangements, contribute to South-South cooperation activities. An important role is played by regional, sub-regional and inter-regional initiatives such as the South Asian Association for Regional Cooperation, the Caribbean Community, the Andean Community, the Common Market of the South, the Common Market for Eastern and Southern Africa, the Southern African Development Community and others<sup>21</sup>.

The Secretariat notes in the report that "the importance of regional, sub-regional and inter-regional cooperation can hardly be overemphasised, particularly in relation to illicit trade in tobacco products"<sup>22</sup>. Regional cooperation is also necessary in areas such as taxation policies, cross border advertisement, packaging and labelling, and product regulation<sup>23</sup>. Existing regional and sub-regional organisations, with functional cooperation procedures in place, provide an excellent framework for extending regional cooperation in the area of tobacco control.

FCA urges Parties to explore ways to include FCTC implementation in existing regional cooperation initiatives, and to inform the Secretariat of such agreements.

#### *Networks and Mechanisms for Technical Cooperation and Transfer of Expertise*

Many years of South-South cooperation have created a well-established network of related institutions and operational frameworks, the main task of which is to facilitate technology and expertise transfer. Such channels exist at the regional level, as well as through UN specialised agencies, under the coordination of UNDP programmes. The emerging donors from the South are familiar with this existing framework for knowledge sharing and play a key role in the training of experts exchanging scientific, technical and legal expertise. The Secretariat's report has identified several areas requiring technical cooperation where using existing knowledge transfer mechanisms can play an important role: these include legal expertise in development of Convention-compliant national tobacco-control legislation, best practices to decrease smoking prevalence, packaging and labelling of tobacco products<sup>24</sup> and strategies for implementation of Article 17 and Article 18<sup>25</sup>.

FCA encourages Parties to use, to the extent possible, existing institutional frameworks for sharing expertise in the areas outlined by the Secretariat. FCA also urges Parties to explore further means of expertise sharing and cooperation, for example tobacco control media campaigns and educational initiatives under Article 12, under various institutional arrangements with a strong South-South component, such as UNESCO or la Francophonie.

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<sup>19</sup> Document FCTC/COP/4/17

<sup>20</sup> There is a separate FCA Policy Brief on this topic, which provides more detailed information – see [http://www.fctc.org/index.php?option=com\\_content&view=article&id=449:cop-4-policy-briefing-un-high-level-meeting-on-the-prevention-and-control-of-non-communicable-diseases&catid=222:meeting-resources&Itemid=230](http://www.fctc.org/index.php?option=com_content&view=article&id=449:cop-4-policy-briefing-un-high-level-meeting-on-the-prevention-and-control-of-non-communicable-diseases&catid=222:meeting-resources&Itemid=230)

<sup>21</sup> FCTC/COP/4/18 para 12

<sup>22</sup> FCTC/COP/4/18 para 18

<sup>23</sup> FCTC/COP/4/18 para 17

<sup>24</sup> FCTC/COP/4/18, para 18

<sup>25</sup> FCTC/COP/4/18, para 19