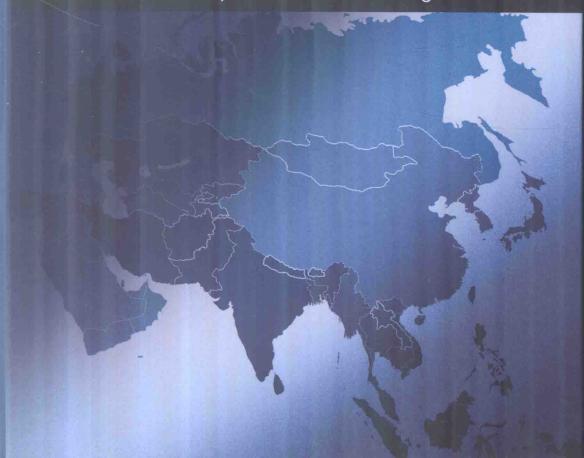


SIMON MARSDEN • ELIZABETH BRANDON

TRANSBOUNDARY ENVIRONMENTAL GOVERNANCE IN ASIA

Practice and Prospects with the UNECE Agreements



Transboundary Environmental Governance in Asia

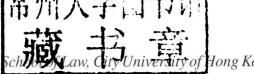
Practice and Prospects with the UNECE Agreements

Simon Marsden

Professor, School of Law, Flipders University, Australia

Elizabeth Brandon

Visiting Assistant Professor,





Cheltenham, UK • Northampton, MA, USA

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Preface and Acknowledgements

This book grew from shared interests in international and regional law, global governance and environmental regimes. Each of us had recently completed a book project: *Transboundary Environmental Governance: Inland, Coastal and Marine Perspectives* (Marsden, with Warner, Ashgate Publishing, 2012); *Global Approaches to Site Contamination Law* (Brandon, Springer, 2013); and we wanted to collaborate on another, building on and developing this work.

Before commencing the book, Marsden had experience with several of the United Nations Economic Commission for Europe (UNECE) agreements (Environmental Impact Assessment (EIA), Strategic Environmental Assessment (SEA), and Public Participation, and developing interests in the Water, and Water and Health agreements); Brandon had experience with pollution and contamination regulation, which made enquiry into the remaining agreements very practical (Pollutant Release and Transfer Registers, Industrial Accidents, Civil Liability, and Air Pollution). The division of labour was therefore logical and straightforward, with collaboration on the remaining chapters to pull it all together.

It became apparent early on that, other than consideration of the relationship between two of the agreements (typically the *EIA* and *Public Participation* treaties), there had been no scholarly work on the combined effect of all of the agreements. The majority of existing research was also Europe focused, where most of the members of the UNECE are located. The focus on Asia came from the interests of each of us in the region in general and previous research. It became a practical prospect given UNECE membership of states in the Caucasus and central Asia, other UNECE Asian members with involvement in the development of one or more of the agreements (Turkey), or indeed those who had perhaps signed if not ratified the various agreements (Russia). The fact that Turkey and Russia are both European and Asian states is furthermore illustrative of the Eurasian dimensions of the UNECE.

The specific focus on practice made excellent sense given that implementation and compliance is the weakest part of environmental law, whether internationally or domestically. The fact that almost all of the agreements had provision for – either in the treaty text or as a result of

decisions of the meetings or conferences of the Parties – periodic reporting of implementation together with a non-compliance procedure, also indicated the potential for comparative analysis. Central Asia was suggested by one of the reviewers of the proposal as a case study for the combined effect of the agreements, which, as a fast-developing region emerging from the former Soviet Union, could potentially highlight challenges applicable elsewhere.

As to prospects, the global opening of the *Water* and *EIA* conventions in 2013 and 2014, and interest shown in these by non-UNECE Asian states suggested there was significant potential to give consideration to the broader application of the agreements, both in parts of Asia not part of the UNECE and globally. The absence of treaty-making efforts by the other four United Nations regional commissions, the interest shown by other states in some of the agreements (particularly the *EIA*, *SEA*, *Public Participation* and *Water* agreements); and the clear need for improved transboundary environmental governance in relation to the others (*Air Pollution* and *Industrial Accidents*) not open to global membership, suggested this should also form a key part of the deliberations.

We would like to thank the Elgar team (Ben Booth in particular), for support, encouragement and patience with respect to the book project, which has been delayed due to work, family and health issues. We are particularly grateful to the reviewers of the original and revised proposal for their consideration and wisdom which improved the focus. We are indebted to our key supporters and mentors: Mr Nick Bonvoisin, who as Secretary to three of the five treaties (currently the Water Convention), and their linked protocols, has willingly shared invaluable experience; Research Professor Timo Koivurova, Arctic Centre, University of Lapland, whose knowledge of international environmental law is matched only by his ability to explain its intricacies in simple terms, and is always a source of ongoing help; Professor Susan Breau, Law School, University of Reading, for her guidance in connection with global law and governance; and Adjunct Professor Rob Fowler, formerly Chair of the IUCN Academy of Environmental Law, who has assisted us both at various stages of our academic careers.

The manuscript was completed in September 2014 in Adelaide and Hong Kong and is dedicated to our parents:

Edward and Sylvia Marsden, and Trevor and Jan Brandon.

Abbreviations

ADB Asian Development Bank

APELL Awareness and Preparedness for Emergencies at Local

Level

ASEAN Association of South East Asian Nations

Bvos Basin water organisations

CBD Convention on Biological Diversity

CC Compliance Committee

CEP Committee on Environmental Policy

CITES Convention on International Trade in Endangered Species
CLRTAP Convention on Long-Range Transboundary Air Pollution

CoE Council of Europe

COP Conference of the Parties

CSCE Conference on Security and Cooperation in Europe

CSS Country Safeguards System

EBRD European Bank for Reconstruction and Development

EC European Community
ECJ European Court of Justice

EEC Eurasian Economic Community

EECCA Eastern Europe, the Caucasus and Central Asia

EIA Environmental impact assessment

EMEP European Monitoring [and] Evaluation Programme EMMP Environmental Mitigation and Management Plan

ESM Environmentally sound management

EU European Union
GAP Global air pollution

GIZ German International Cooperation
GMO Genetically modified organism

GTI Greater Tumen Initiative

IANS Industrial Accident Notification System

IC Implementation Committee

Abbreviations

International Court of Justice ICJ ICP International Cooperative Programme Interstate Commission on Sustainable Development **ICSD** Interstate Commission for Water Coordination iCwC. IEEP Institute for European Environmental Policy **IFAS** International Fund for Saving the Aral Sea International financial institution IFI IGO Intergovernmental organisation International Union for the Conservation of Nature **IUCN** Intergovernmental Working Group on Civil Liability **IWGCL IWRM** Integrated water resources management Joint Committee JC **LRTAP** Long-Range Transboundary Air Pollution MDB Multilateral development bank MDG Millennium Development Goal Multilateral environmental agreement **MEA** Meeting of the Parties MOP Memorandum of understanding MoU Mekong River Commission MRC NATO North Atlantic Treaty Organisation Non-compliance procedure NCP NEASPEC Northeast Asia Subregional Programme on Environmental Cooperation National Environmental Policy Act NEPA NIR National implementation report NOx Nitrogen oxide NPD National Policy Dialogue Organisation for Economic Cooperation and Development OECD Organisation for Security and Cooperation in Europe OSCE OVOS Assessment of environmental impacts Prior informed consent PIC POP Persistent Organic Pollutant PRTR Pollutant Release and Transfer Registers REC Regional Environment Centre (for Eastern and Central

Europe)

Strategic environmental assessment

SEA

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Transbouna	arv envi	ronmental	governance	mA	SIG
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SER State Environmental Review TC Transnational corporation

UK United Kingdom (of Great Britain and Northern Ireland)

UN United Nations

X

UNCED United Nations Conference on Environment and

Development

UNCHE United Nations Conference on the Human Environment

UNDP United Nations Development Programme

UNECA United Nations Economic Commission for Africa
UNECE United Nations Economic Commission for Europe

UNECLAC United Nations Economic Commission for Latin America

and the Caribbean

UNEP United Nations Environment Programme

UNESCAP United Nations Economic and Social Commission for Asia

and the Pacific

UNESCO United Nations Educational, Scientific and Cultural

Organisation

UNESCWA United Nations Economic and Social Commission for

Western Asia

UNFCCC United Nations Framework Convention on Climate Change

UNITAR United Nations Institute for Training and Research

UNSD United Nations Conference on Sustainable Development

USA United States of America
VOC Volatile Organic Compound

WB World Bank
WG Working Group

WGD Working Group on Development

WGE Working Group on Effects

WGI Working Group on Implementation

WGSR Working Group on Strategies and Review

WHO World Health Organization

WSSD World Summit on Sustainable Development

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1772	Janiero, 1992. UN Doc A/CONF.151/5/Rev.1 (1992)
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PART I

Transboundary environmental governance



1. Introduction

I. OVERVIEW

Interest in global environmental governance has grown significantly in recent years, demonstrating its practical interest to scholars of international law and relations in particular, as attempts are made to overcome largely state-based entrenched problems that have been recognised for some time. Global environmental governance is therefore concerned with regulation in national as well as international contexts, and responds and relates furthermore to issues of transnational environmental law which have also gained support. This book is concerned with a related concept to global environmental governance and transnational environmental law, known as transboundary environmental governance. It examines this concept in practice in Asia, specifically with respect to matters of treaty implementation and compliance. Concerned mainly with governance across borders, examples in southeast Asia include the regulation of haze and other transboundary pollutants, water management (for instance in the Mekong river basin), trade in environmental

See for example Jean-Frédéric Morin and Amandine Orsini (eds), *Essential Concepts of Global Environmental Governance* (Routledge, Abingdon, UK and New York, USA 2015).

² In a national context, problems experienced in the USA have been found globally by other nations also. See *Breaking the Logjam: An Environmental Law for the 21st Century, Background of the Breaking the Logjam Project*, accessed 22 November 2014 at http://www.law.yale.edu/documents/pdf/Alumni_Affairs/Esty_Breaking_the_Logjam_414.pdf.

³ As to globalisation and the importance of context in connection with global environmental governance, see Robert Lee and Ellen Stokes, 'Environmental Governance: Reconnecting the Global and Local' (2009) 36(1) *Journal of Law and Society* 1.

⁴ For examples, see *Transnational Environmental Law* (Cambridge Journals), accessed 12 November 2014 at http://journals.cambridge.org/action/display Journal?jid=TEL.

resources, and resolution of environment related issues in the South China Sea.⁵

In other parts of Asia, many of these issues are also present, with water quality issues dominant in international rivers and lakes (for instance the Caspian and Aral Seas), and the need to manage related pressures for infrastructure development, such as hydroelectricity. Coastal and marine issues, often involving disputed sovereignty claims,⁶ are not discussed. This is mainly because they are beyond the scope of the five United Nations Economic Commission for Europe (UNECE) treaties,⁷ which are the core focus of the book.⁸ Until recently, the primary application of these agreements has been to European states, so it is important to be aware of the different regional contexts to environmental regulation between Europe and Asia, as well as the motivation for involvement of Asian states, which is essentially linked with social and economic development as well as environmental protection. However the possibility, and in some cases, reality, of accession to these five treaties by all United Nations (UN) member states furthermore emphasises the global

⁵ Antonio P Contreras, 'Transboundary Environmental Governance in Southeast Asia', in Amit Pandya and Ellen Laipson (eds), *Transnational Trends: Middle Eastern and Asian Trends* (The Henry L Stimson Center, Washington DC 2008), 156–9; see also Nathan Badenoch, *Transboundary Environmental Governance: Principles and Practice in Mainland Southeast Asia* (World Resources Institute, Washington DC 2002).

⁶ For current discussion in an Asian context, see S Jayakumar, Tommy Koh and Robert Beckman, *The South China Sea Disputes And Law Of The Sea* (Edward Elgar, Cheltenham, UK and Northampton, MA, USA 2014); and Stefan Talmon and Bing Bing Jia (eds), *The South China Sea Arbitration: A Chinese Perspective* (Hart Publishing, Oxford 2014).

In chapter order, see Convention on Access to Information, Public Participation in Decision-Making and Access to Justice in Environmental Matters (Aarhus, 25 June 1998) 2161 UNTS 447, in force 30 October 2001 (*Public Participation Convention*, Chapter 3); Convention on Environmental Impact Assessment in a Transboundary Context (Espoo, 25 February 1991), 30 ILM (1991) 802, in force 27 June 1997 (*EIA Convention*, Chapter 4); Convention on the Transboundary Effects of Industrial Accidents (Helsinki, 17 March 1992), 2105 UNTS 457, in force 19 April 2000 (*Industrial Accidents Convention*, Chapter 5); Convention on the Protection and Use of Transboundary Watercourses and Lakes (Helsinki, 17 March 1992), 31 ILM (1992) 1312, in force 6 October 1996 (*Water Convention*, Chapter 6); and the Convention on Long-range Transboundary Air Pollution (Geneva, 13 November 1979), 1302 UNTS 217, in force 16 March 1983 (*Air Pollution Convention*, Chapter 7).

⁸ Coastal issues are, however, noted to some degree in connection with the Water Convention.